

LETTER OF TRANSMITTAL

May 17, 1999

The Honorable George W. Bush
The Honorable Rick Perry
The Honorable James E. "Pete" Laney
Members of the Texas Legislature
Commissioner Mike A. Moses, Ed.D.

Ladies and Gentlemen:

I am pleased to present our performance review of the Comal Independent School District (CISD).

This review, requested by CISD's superintendent and Board of Trustees, is intended to help CISD hold the line on costs, streamline operations, and improve services to ensure that every possible tax dollar is spent in the classroom teaching the district's children. To aid in this task, the Comptroller's office contracted with Gibson Consulting Group, an Austin-based consulting firm.

We have made a number of recommendations to improve CISD's efficiency, but we also found a number of "best practices" in district operations. This report highlights model programs and services provided by CISD's administrators, teachers, and staff. This report outlines 114 detailed recommendations that could save CISD nearly \$18.1 million over the next five years, while reinvesting nearly \$4.8 million to improve educational services and other operations.

We are grateful for the cooperation of CISD's administrators and employees, and we commend them and the community for their dedication to improving the educational opportunities offered to the children of Comal.

Sincerely,



Carole Keeton Rylander
Comptroller of Public Accounts

EXECUTIVE SUMMARY

In October 1998, the Comptroller's office began a performance review of the Comal Independent School District (CISD) at the request of the superintendent and Board of Trustees. After more than seven months of work, this report identifies exemplary programs in CISD and suggests concrete ways to improve the district's operational efficiency. If fully implemented, the Comptroller's 114 recommendations could save CISD more than \$13.3 million over the next five years.

Improving the Texas School Performance Review

Comptroller Carole Keeton Rylander, who took office in January 1999, consulted school district officials, parents, and teachers from across Texas and carefully examined past reviews and progress reports in an effort to make the Texas School Performance Review (TSPR) more valuable, even vital, to the state's more than 1,000 school districts. With the perspective of having served as a teacher, and later a school board president in her own career, the Comptroller has vowed to steer TSPR to being more accountable to local school districts and the communities they represent.

Comptroller Rylander began by establishing new criteria for selecting school districts for future reviews. Priority will be given to districts judged poor performing academically or financially, and to hands-on reviews that will benefit the greatest number of students. *These are the school districts and children that need help the most.*

Recognizing that only about 52 cents of every education dollar is spent on instruction, Comptroller Rylander emphasizes an approach that will give local school officials in Comal and in other Texas communities the ability to move every possible dollar to the classroom. In addition, no longer will school districts' best practices and exemplary models be left buried inside individual TSPR reports. Instead, Comptroller Rylander has ordered best practices and exemplary programs to be shared quickly and systematically among all the state's school districts, and with anyone who requests such information. There is simply no reason for a district that has smartly solved a problem to keep the solution to itself. Comptroller Rylander has directed TSPR to serve as an active clearinghouse of the best and brightest ideas in Texas public education.

Under Comptroller Rylander's approach, consultants and the TSPR team will work with districts under review to:

- ensure that students and teachers receive the support and resources needed to succeed;

- identify innovative options for addressing core management challenges facing the district;
- ensure that administrative activities are performed efficiently, without duplication, and in a manner that spurs education;
- develop strategies for ensuring continual assessment and improvement of processes and programs;
- understand the link between functional areas of the district and determine ways to provide a seamless system of services;
- challenge any process, procedure, program, or policy that impedes instruction and recommend ways to reduce or eliminate obstacles; and
- put goods and services to the "Yellow Pages test"--government should do no job if there is a business in the Yellow Pages that can do that job better and at a lower cost.

Finally, Comptroller Rylander has opened her door to Texans who share her optimism about the potential for public education. Suggestions to improve our schools or the school reviews are welcome at any time. The Comptroller believes that public schools deserve all the attention and assistance they can possibly get.

For more information, contact TSPR by calling toll-free at 1-800-531-5441, extension 5-3676, or see the Comptroller's website at www.window.state.tx.us.

TSPR in Comal

TSPR began its review of the Comal Independent School District in October 1998. As in previous reviews, TSPR came to Comal in response to a local call for assistance. In November 1997, Superintendent Jerry Major requested a review; in January 1998, both the superintendent and the CISD Board of Trustees jointly requested a review.

With the help of Gibson Consulting Group, an Austin-based consulting firm, the TSPR team interviewed district employees, school board members, students, parents, business leaders, and community members. TSPR also held community meetings in the district's three middle schools. Participants were invited to write their observations on major topics of concern or be interviewed by a member of the review team. To obtain additional comments, the review team conducted focus group sessions with parents, teachers, principals, business leaders, and representatives from community organizations. The team also collected comments from letters to the Comptroller and calls to the Comptroller's toll-free hotline.

Written surveys were sent to district personnel, students, and parents. TSPR received completed responses from 196 teachers, principals, and

assistant principals; 25 district administrators; 165 parents, and 145 students. Public forums and focus groups sessions were held to gather perceptions and opinions from the Comal community. Details from the surveys and public forums appear in **Appendices A through F**.

TSPR also consulted two databases of comparative educational information maintained by the Texas Education Agency (TEA)-the Academic Excellence Indicator System (AEIS) and the Public Education Information Management System (PEIMS). For the review, CISD selected peer districts for comparative purposes based on similarities in size, location, student enrollment, and property values. The selected peers were the San Marcos Consolidated, Judson, Seguin, Pflugerville, North East, New Braunfels, and Leander Independent School Districts (ISDs). TSPR compared CISD to district averages in TEA's Region 13 Education Service Center (Region 13), to which CISD belongs, and the state as a whole (**Exhibit 1**).

Exhibit 1
District Property Value per Pupil/Percent of Students Passing the
TAAS
CISD Versus Peer Districts and the State
1997-98

District Name	1997-98 Enrollment	1997-98 Property Value per Pupil	Rank by Property Value	Percent of Students Passing TAAS	Rank by Performance
Seguin	7,327	\$135,250	8	70.9%	8
Judson	15,828	\$139,005	7	79.1%	6
Pflugerville	11,566	\$162,243	6	83.1%	3
San Marcos	6,939	\$178,790	5	77.2%	7
New Braunfels	5,831	\$179,412	4	83.4%	2
Leander	10,669	\$221,983	3	84.9%	1
North East	46,500	\$233,810	2	83.0%	4
Comal	9,753	\$254,246	1	82.7%	5
Region 13		\$245,479		73.6%	
State of Texas		\$182,154		77.7%	

Source: Academic Excellence Indicator System, 1997-98; Texas Education Agency.

Acknowledgments

The Comptroller and Gibson Consulting Group wish to express appreciation to the CISD Board of Trustees, Superintendent Jerry Major, his secretary, Jeanie Mendez, and the district employees, students, and community residents who helped during the review. Special thanks are due to Public Information Officer Don Clark, who acted as CISD's liaison by arranging for office space, equipment, and meeting rooms and otherwise accommodating the review team's needs.

Comal ISD

CISD began serving 10,314 students in the 1998-99 school year, a 6-percent increase over the 1997-98 enrollment of 9,753. The district encompasses 589 square miles of central Texas, and covers parts of 11 communities, including sections of San Antonio and New Braunfels, and five counties (Comal, Kendall, Guadalupe, Bexar, and Hays). CISD has two high schools, three middle schools (grades 7 and 8), three intermediate school (grades 5 and 6), five elementary schools (grades 1 through 4), two primary schools (Pre-K and K), and one alternative school that includes the Comal Discipline Center and Comal Leadership Institute.

The district's student enrollment has grown at a rate of 5 to 6 percent each school year and 64 percent since 1990. CISD is the state's 14th fastest growing school district according to the Fast Growth School Coalition. CISD's property value per student is almost 30 percent higher than the state average, and only 26.1 percent of its students were economically disadvantaged in 1997-98.

CISD students are 79 percent Anglo, 19 percent Hispanic, 1 percent African-American, and 1 percent Other. Student performance is, in general, above the state average, but below peer districts with similar ethnic and economic backgrounds. The percentage of students passing the state-mandated achievement tests, the Texas Assessment of Academic Skills (TAAS), is well above the state average.

For the 1998-99 school year, the district has a staff of almost 1,500 full-time employees, with teachers making up 745 (or 50 percent) of the CISD total, and is the largest employer in Comal county. The district's 1998-99 operating budget is \$51.2 million. Revenue is generated from 72.27 percent local funds, 23.34 percent state funds, and 4.39 percent federal/other sources.

In all, TSPR found CISD to be a school district with some notable successes and some daunting challenges ahead. In recent years, board members have not focused on issues that potentially will improve CISD as a whole. Community members have expressed frustration with CISD's administration, and complained of indecisiveness and unresponsiveness from the board. Facilities and the construction of new facilities are never ending issues with district administrators, the board, and taxpayers. Putting this into perspective, the district's geography almost is twice the size of the Houston ISD. Transportation, communication, and territoriality are primary problems; allegations of favoritism for certain areas of the district are pervasive among parents and community members.

During its seven-month review of the district, TSPR developed 114 recommendations to improve operations and save taxpayers nearly \$18.1 million by 2003-04. Cumulative net savings from all recommendations (savings less recommended investments) are projected to reach more than \$13.3 million by 2003-04.

A detailed list of costs and savings by recommendation appears in **Exhibit 3**. It should be understood that many TSPR recommendations would not have a direct financial impact but would nonetheless result in improvements in the overall operation of the district.

Exemplary Programs and Practices

TSPR identified numerous "best practices" in CISD. Through commendations in each chapter, the report highlights model programs, operations, and services provided by CISD administrators, teachers, and staff members. Other school districts throughout Texas are encouraged to examine the exemplary programs and services to see if they could be adapted to meet local needs. The TSPR commendations include:

- CISD enjoys considerable volunteer support from business, civic, and higher education organizations in the area. Its Communities in Schools program serves over 1,800 students in 10 schools and is dedicated to helping at-risk students become successful in school and in life through a coordination of community resources. CISD also publishes the *Business and Educator Resource Directory* jointly with New Braunfels ISD, which provides information about community resources available to schools in both districts.
- Canyon Middle School has an exemplary full-inclusion special education program using four inclusion teachers, two for grade 7 and two for grade 8, with each serving one team of students. Students in inclusive settings attend all core classes with general education students, are assisted by the inclusion teachers, have access to the Content Mastery Lab, and attend bi-weekly

conferences with inclusion teachers to evaluate their academic progress. Inclusion teachers co-teach with the core academic teachers and assist with the development of strategies and techniques for working with students with disabilities in a regular classroom setting. In addition, they organize all admission, review, and dismissal meetings, act as parent/student advocates, and make home visits.

- CISD maintains low energy consumption through a diligent energy conservation program. As part of its conservation program, the district developed guidelines and procedures for heating, ventilation, and air conditioning equipment for district facilities; developed shutdown procedures for schools during the summer and Christmas holidays; and installed an automated energy management system in nine of its 16 schools. The energy manager tracks all usage and expenses by school, including telecommunication expenses, and prepares a monthly report to all school administrators that identifies any higher than normal expense variances. Given CISD's heated air-conditioned space of 1,322,600 square feet and its energy cost of \$715,632 for 1997-98, the district spends 54 cents per square foot on energy. Energy experts use a benchmark of school district energy costs per square foot of \$1 or less. CISD's energy costs are \$600,000 per year below this benchmark.
- CISD's investment strategy of diversification among sound investment vehicles minimizes risk without significant cost to the district. CISD invests its excess funds in no-load money market mutual funds and in public fund investment pools, which are among the most stable of short-term cash management funds. These funds exemplify best practices in a conservative cash management program by investing funds at the highest possible rate of return while protecting the district's assets.
- The district has made great strides in developing its information technology infrastructure and increasing available technology funding through aggressive pursuit of grants. Since January 1998, CISD has received \$917,717 in technology grants.
- CISD has adopted a plan and is funding a program to replace buses every 11 to 15 years. School buses typically have a useful life of 10 to 15 years. TEA recommends a 10-year depreciation cycle, and most districts adopt a 10 to 12-year life for buses. With an aggressive maintenance program, however, buses can last as long as 15 years. CISD's buses are well-maintained, so the 11 to 15 year replacement cycle the district has adopted is appropriate.
- CISD's Food Service operation is efficient; the department uses technology efficiently, tracks financial and performance data, and takes advantage of the Texas Department of Human Services' pre-certification for students who eat free or reduced-price meals. The

coordinator provides reports to the director of Business Operations that identify problems and shares information with supervisors to enlist their help in identifying the causes of downward trends. Problems are identified in a timely manner and planning and budgeting for the future are based on solid information.

Chapter by Chapter: Key Findings and Recommendations

District Organization and Management: The superintendent's and central administrators' performance evaluations lack measurable and objective performance indicators that are tied to the district's strategic plan and goals. Consequently, many elements of the superintendent's and administrators' evaluations are subjective, and individual goals are not linked to the overall goals and objectives of the district. By adding measurable objectives to these evaluation instruments every management level employee will be motivated to continually improve student performance and district efficiency.

With schools in 11 different communities and five counties, communication and territoriality are significant challenges for CISD. Both the public and district staff cited numerous examples of serious breakdowns in communication that led to previous failed bond elections and a serious lack of trust within the community. To restore trust, the board and administration must begin by clearly communicating with the public at every step of the upcoming construction process. Further, creating a community involvement office made up of individuals currently scattered throughout the district with some responsibility for community or parental involvement and designating an existing employee as an ombudsman, two-way communication with parents and community members should improve.

Educational Service Delivery: While student performance in CISD is above the state average, CISD's students do not fare as well when compared against their peers. Teachers and administrators point to a lack of current or aligned curriculum guides, which serve as work plans for classroom teachers, as a weakness of the system. Out of 202 non-elective secondary courses, only 25 have updated guides that are aligned with the Texas Education Agency's Texas Essential Knowledge and Skills (TEKS); another 13 are scheduled for review during the summer of 1999. For teachers to be fully effective, the district should complete the curriculum alignment project as quickly as possible, perform a curriculum audit of the instructional system, and institute a continuing curriculum review cycle for the future.

Personnel Management: The board approved a teacher pay raise in March 1999, to be effective for the 1999-2000 school year, which will

bring teacher pay levels in line with peer districts and statewide averages. However, salaries for other district employees remain low in many areas. A review and consolidation of salary schedules coupled with salary increases for clerical, technical, administrative, and professional staff beginning in 1999-2000 should improve the district's ability to recruit and retain good employees in all areas of the district. Further, tying pay to performance is another strategy that TSPR recommends to achieve even greater levels of employee productivity and performance.

Facilities Use and Management: CISD assigns the number of custodial employees to each school solely by square footage instead of by using a formula that incorporates demand factors such as the number of teachers, students, or classrooms. If CISD used a formula assignment, it could eliminate 15 custodial employees through attrition and save a total of \$324,945 annually beginning in 2000-01.

Financial Management: The district does not update or consistently apply staffing formulas to all campuses, a situation that impairs CISD's ability to equitably serve all students of the district. While CISD's student population has grown by 33 percent between 1993-94 and 1997-98, the number of staff increased by 54 percent. By consistently applying its own formulas, CISD can save \$2.2 million annually, better manage future growth, and ensure equitable distribution of staff to all campuses.

With its rapid growth, CISD's Business Operations office could benefit from additional accounting expertise as its financial management becomes more complex. By providing monetary incentives for key financial staff to become certified public accountants, Business Operations will gain expertise and improve its overall operations. Moreover, by reviewing financial data and performance measures, CISD can compare its expenditure levels and efficiency to that of peer districts. Finally, by creating an internal auditor position, the district can bolster its compliance monitoring and limit its exposure to risk of grievance, lawsuit, and loss of funding.

Asset and Risk Management: CISD's 21 checking accounts are non-interest bearing. As a result, the district is not maximizing its investment earning potential on funds in these accounts. By creating a "zero balance" bank account for daily transactions, the district could gain additional interest earnings of more than \$46,000 a year.

CISD and Comal County have contractual agreements with an outside law firm for the collection of delinquent taxes. The district, however, does not have a tax collection policy to guide the attorney's actions in initiating lawsuits for back taxes or the sale of delinquent properties. By implementing a tax collection policy, CISD should be able to increase its

tax collection rate to match that of several of its peer districts. Increased tax revenue is estimated to reach \$287,000 in fiscal 2000-01 and \$570,000 by fiscal 2001-02.

Purchasing: When the district was small, a decentralized purchasing process was appropriate. As the district has grown, purchasing by a number of departments and areas within the district is no longer efficient. The district's use of three independent purchase order systems exposes the district to possible violations of the purchasing code that requires competitive bids for cumulative purchases of certain goods or services of more than \$25,000. Centralizing CISD's purchasing function will solve the problem of a fragmented and manually-intensive purchasing and distribution process and should significantly reduce general supplies costs.

Computers and Technology: CISD has not adequately planned for technology-related disasters, including the widely publicized year 2000 (Y2K) problems that face any electronic device that is incapable of recognizing a date in the year 2000. Without a comprehensive disaster recovery plan, a computer breakdown due to fire, flood, or other calamity could render the district incapable of processing payroll, paying bills, and carrying out many other critical functions. CISD must prepare a comprehensive disaster recovery plan and ensure that the district's new administrative computer system includes provisions for disaster recovery. Further, the district must immediately take a more comprehensive approach to addressing the Y2K issue. The district's late start in addressing this problem makes it imperative that steps be taken immediately to hire an experienced Y2K contractor to coordinate a districtwide effort during these summer months.

Transportation: Current routing takes elementary students home first in the afternoon, after which the buses return to the middle and high schools. Secondary students must wait at least 30 minutes after the final school bell before they are picked up. By staggering bell times at the various school levels, each bus could make four, instead of three, runs a day; the quality of transportation provided to students would improve through shortened travel times and simplified bus routings; secondary students would no longer have to wait long periods for school to begin or for a bus to pick them up; and parental concern about students of all ages riding the bus together would be alleviated.

Food Services: The district lacks a pool of qualified food service substitutes to help in times of employee absences or when employees need to attend training. There are instances of high absenteeism in some school kitchens, and while many of these absences are warranted, the district is left short-handed when workers are out for extended periods. Action must be taken to identify individual problem areas and immediately take

corrective action. By contracting with an temporary employee service, CISD could shift the administrative burden of finding substitutes to an agency while ensuring that employee absences are covered and meal preparation and service do not suffer.

Safety and Security: On April 24, 1999, two Canyon Middle School students were charged with deadly conduct in the shootings of the windows of two teachers' homes. CISD took quick action, assigned a New Braunfels police officer to the school, and the principal sent a letter to all parents listing the types of services such as counseling, classroom informal discussions, and the availability of staff for students and parents. These actions are commendable, but the district lacks a comprehensive plan for addressing safety and security throughout the district. CISD must coordinate, design, and implement prevention and intervention programs throughout the district and involve parents, students, teachers, and the community in preventing violent incidents.

Savings and Investment Requirements

Many of TSPR's recommendations would result in savings and increased revenue that could be used to enhance classroom instruction. The savings opportunities identified in this report are conservative and should be considered minimums. Proposed investments of additional funds usually are related to the creation of increased efficiencies or savings or the enhancement of productivity and effectiveness.

Full implementation of the recommendations in this report could produce net savings of nearly \$2.2 million in the first year (**Exhibit 2**). CISD could achieve total net savings of more than \$13.3 million by 2003-04 if all of TSPR's recommendations are implemented.

**Exhibit 2
Summary of Net Savings
TSPR Review of Comal Independent School District**

Year	Total
1999-00 Initial Annual Net Savings	\$2,190,789
2000-01 Additional Annual Net Savings	\$2,914,349
2001-02 Additional Annual Net Savings	\$3,201,791
2002-03 Additional Annual Net Savings	\$3,201,791
2003-04 Additional Annual Net Savings	\$3,023,049
One Time Net (Costs)	(\$1,220,732)
TOTAL SAVINGS PROJECTED FOR 1999-2004	\$13,311,037

A detailed list of costs and savings by recommendation appears in **Exhibit 3**. The page number for each recommendation is listed in the summary chart for reference purposes. Detailed implementation strategies, timelines, and estimates of fiscal impacts follow each recommendation in this report. The implementation section associated with each recommendation highlights the series of actions needed to achieve the proposed results. Some should be implemented immediately, some over the next year or two, and some over several years.

TSPR recommends that the CISD board ask district administrators to review the recommendations, develop a plan to proceed with implementation, and monitor progress. As always, TSPR staff are available to help implement proposals.

Exhibit 3
Summary of Cost Savings by Recommendation

Recommendation		1999-2000	2000-2001	2001-2002	2002-2003	2003-2004	Total 5-Year (Costs) or Savings	One Time (Costs) or Savings
Chapter 1: District Organization and Management								
1	Incorporate specific performance measures into the superintendent's evaluation. 21	0	0	0	0	0	0	
2	Provide board training on teamwork and decision making and establish board-monitored procedures to reduce decision reversals. p 23	0	0	0	0	0	0	(\$1,600)
3	Create four standing committees and develop guidelines for ad hoc committees. p 25	0	0	0	0	0	0	
4	Voluntarily post board meeting notices with the Secretary of State and county clerks. p 27	0	0	0	0	0	0	
5	Increase the scope of CISD's strategic plan to incorporate the goals of "Focus 2000" and use the revised strategic plan to guide district and campus improvement plans.	0	0	0	0	0	0	

	p 33							
6	Revise strategic plan standards to include more objective performance measures, and formally measure progress against these standards annually. p 33	0	0	0	0	0	0	
7	Include community members on future strategic planning committees. p 35	0	0	0	0	0	0	
8	Revise the budget calendar to include a step for developing spending priorities. p 36	0	0	0	0	0	0	
9	Develop performance measures for managers and incorporate them into the annual evaluation process. p 40	0	0	0	0	0	0	
10	Seek periodic proposals for legal services and/or hire a part-time in-house attorney to lower overall legal fees. p 42	0	0	0	0	0	0	
11	Create a community involvement office and designate an individual to serve as ombudsman to foster two-way	0	0	0	0	0	0	

	communication with the public and oversee community/parental involvement efforts. p 49							
12	Produce and distribute a semi-annual newsletter to parents and community members. p 51	(\$8,110)	(\$8,110)	(\$8,110)	(\$8,110)	(\$8,110)	(\$40,550)	
	Totals-Chapter 1	(\$8,110)	(\$8,110)	(\$8,110)	(\$8,110)	(\$8,110)	(\$40,550)	(\$1,600)

Chapter 2: Educational Service Delivery

13	Develop and implement a long-range strategic plan to complete the curriculum alignment throughout the district and institute a formal curriculum review cycle. p 59	0	0	0	0	0	0	(\$188,140)
14	Conduct a curriculum audit to direct curriculum management and ensure quality control now and in the future. p 61	0	0	0	0	0	0	(\$22,000)
15	Disaggregate and analyze test scores of student subpopulations and use this information to set goals for improving student performance in the district and on each campus. p 70	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)	(\$15,000)	(\$600)
16	Prepare a plan to	0	0	0	0	0	0	

	reduce the number of teachers on permit, and set realistic goals for reducing the percent of non-certified teachers in CISD to the statewide average in the next two years. p 74							
17	Establish formal pre-referral intervention teams at each campus and conduct a summer training institute for campus staff members. p 84	(\$17,000)	(\$17,000)	(\$17,000)	(\$17,000)	(\$17,000)	(\$85,000)	
18	Provide training to administrators and teachers to encourage less restrictive instructional arrangements. p 86	(\$9,400)	(\$9,400)	(\$9,400)	(\$9,400)	(\$9,400)	(\$47,000)	
19	Recruit and hire four full-time speech-language pathologists and institute a 10 percent increase in salary for new and existing speech-language pathologists. p 87	16,070	16,070	16,070	16,070	16,070	80,350	
20	Participate in the Medicaid Administrative Claiming program. p 89	102,108	102,108	102,108	102,108	102,108	510,540	
21	Evaluate the programs funded	0	0	0	0	0	0	

	through compensatory education and Title I and direct funds to successful programs and areas of greatest need. p 96							
22	Change gifted and talented identification procedures to separately evaluate the academic achievement criteria. p 99	0	0	0	0	0	0	
23	Offer all of the advanced placement courses in both high schools when enrollment projections determine a need for these courses. p 101	0	0	0	0	0	0	
24	Create a districtwide instructional technology coordinator position. p 106	(\$36,347)	(\$36,347)	(\$36,347)	(\$36,347)	(\$36,347)	(\$181,735)	
25	Assign an individual at each school to be a school technology coordinator. p 108	(\$24,000)	(\$24,000)	(\$24,000)	(\$24,000)	(\$24,000)	(\$120,000)	
	Totals-Chapter 2	28,431	28,431	28,431	28,431	28,431	142,155	(\$210,740)
Chapter 3: Facilities Use and Management								
26	Identify opportunities to build shared	0	0	0	0	0	0	

	facilities to minimize construction costs and maximize facility usage and devise a master plan for incorporating these facilities in future construction projects. p 119							
27	Review and adjust attendance zone boundaries and eliminate student transfers at Smithson Valley and Spring Branch Middle Schools. p 123	25,659	25,659	25,659	25,659	25,659	128,295	
28	Move Human Resource Services into the unused boardroom located in the central office. p 124	0	0	0	0	0	0	(\$40,000)
29	Develop a comprehensive warehouse plan and either add additional warehouse space to the general supplies warehouse or seek to purchase space for textbook storage. p 126	0	0	0	0	0	0	(\$80,000)
30	Build out the central Food Services warehouse in accordance with its original design, including cold and freezer storage. p	0	96,953	96,953	96,953	96,953	387,812	(\$785,000)

	129							
31	Develop prototype designs for schools and use these designs for current and future construction projects. p 132	0	178,742	178,742	178,742	0	536,226	
32	Develop a Design and Construction Standards Handbook. p 134	0	0	0	0	0	0	(\$8,000)
33	Develop a policy requiring in-district construction contracts to include financial incentives or penalties to ensure on-time completion. p 136	0	0	0	0	0	0	
34	Develop a departmental mission, objectives, and goals with performance measures for the Maintenance and Operations Department. p 138	0	0	0	0	0	0	
35	Perform a long-term cost benefit analysis on all major capital improvements to determine the most cost-effective method of financing construction including ancillary facility improvements. p 141	0	0	0	0	0	0	

36	Implement a documented maintenance program, including preventive maintenance and prioritize work orders. p 142	0	0	0	0	0	0	
37	Designate the eight maintenance employees and head custodians based at the schools as the district's preventive maintenance team. p 143	0	0	0	0	0	0	
38	Track all maintenance work through the district's maintenance work order system and include requirements for an automated work order system in the specifications for the district's new administrative software. p 144	0	0	0	0	0	0	
39	Allocate custodial employees to schools using a formula that incorporates demand factors, such as the number of teachers, students, or classrooms, as well as cleaning area. p 147	216,630	324,945	324,945	324,945	324,945	1,516,410	
40	Implement a	0	0	0	0	0	0	

	monthly training program for head custodians. p 149							
	Totals-Chapter 3	242,289	626,299	626,299	626,299	447,557	2,568,743	(\$913,000)

Chapter 4: Personnel Management

41	Bring all district salaries in line with the market. p 163	(\$468,000)	(\$405,000)	(\$405,000)	(\$405,000)	(\$405,000)	(\$2,088,000)	
42	Consolidate and consistently apply salary schedules. p 165	0	0	0	0	0	0	
43	Tie all or part of the district's salary increases to employee performance. p 166	0	0	0	0	0	0	
44	Control access to all personnel files by ensuring that all file cabinets are equipped with locks and are kept locked at all times when Human Resource Services staff members are not present. p 170	0	0	0	0	0	0	
45	Institute a nepotism policy that addresses supervisory relationships and immediately address all existing exceptions to the new policy. p 171	0	0	0	0	0	0	
46	Prepare and distribute updated employee handbooks at the	0	0	0	0	0	0	

	beginning of each school year, and require all employees to sign a statement of receipt of the employee handbook at the time of hire and each time a revised employee handbook is distributed. p 173							
47	Discontinue the practice of issuing annual contracts for all employees who are not required by state or federal law to hold certificates or permits. p 174	0	0	0	0	0	0	
48	Implement nonmonetary employee incentives to reduce turnover. p 179	0	0	0	0	0	0	
49	Conduct a criminal background check on every new employee before allowing them to come into contact with children. p 181	0	0	0	0	0	0	
50	Authorize the superintendent to make all final decisions about the hiring and termination of non-administrative employees. p 182	0	0	0	0	0	0	
51	Modify district policy to allow job-	0	0	0	0	0	0	

	related, non-school experience to be used consistently for up to 10 years of school experience for professional support, paraprofessional, and auxiliary positions. p 183							
52	Implement a set of required training topics for all district employees. p 189	0	0	0	0	0	0	
53	Base the indicators assessed in the performance appraisal instruments on current, accurate job descriptions for each position and reduce the number of forms. p 191	0	0	0	0	0	0	
54	Adopt standard performance evaluation rating scales for all positions. p 192	0	0	0	0	0	0	
	Totals-Chapter 4	0	(\$405,000)	(\$405,000)	(\$405,000)	(\$405,000)	(\$2,088,000)	0

Chapter 5: Financial Management

55	Update and consistently apply staffing formulas to achieve equity among the campuses. p 203	2,205,888	2,205,888	2,205,888	2,205,888	2,205,888	11,029,440	
56	Expand the duties of the director of Business	0	0	0	0	0	0	

	Operations and the controller to include analytical reviews of financial data and performance measures. p 205							
57	Provide financial incentives for key financial staff to become certified public accountants and consolidate all accounting functions under the controller. p 207	0	(\$10,892)	(\$10,892)	(\$10,892)	(\$10,892)	(\$43,568)	
58	Change and document accounts payable procedures to eliminate internal control weaknesses. p 210	0	0	0	0	0	0	
59	Purchase a timekeeping module as part of the new computer system to improve the efficiency and accuracy of payroll functions. p 211	0	0	0	0	0	0	(\$10,000)
60	Expand CISD's budget document to include revenue estimates and other information to facilitate informed budget decisions. p 214	0	0	0	0	0	0	
61	Adopt a policy requiring the board to solicit bids for the external audit contract every five	0	0	0	0	0	0	

	years. p 216							
62	Hire an internal auditor to report directly to the board. p 217	(\$46,291)	(\$46,291)	(\$46,291)	(\$46,291)	(\$46,291)	(\$231,455)	
	Totals-Chapter 5	2,159,597	2,148,705	2,148,705	2,148,705	2,148,705	10,754,417	(\$10,000)

Chapter 6: Computers and Technology

63	Develop a districtwide technology committee that has input into decisions. p 225	0	0	0	0	0	0	
64	Create an additional technical support position and provide annual training. p 228	(\$27,262)	(\$27,262)	(\$27,262)	(\$27,262)	(\$27,262)	(\$136,310)	
65	Eliminate the help desk coordinator position and hire a help desk technician. p 229	26,342	26,342	26,342	26,342	26,342	131,710	
66	Establish districtwide policies and procedures that require all technology purchases to have the written approval of the director of Technology before orders are placed. p 231	0	0	0	0	0	0	
67	Move the grants coordinator to Business Operations. p 232	0	0	0	0	0	0	
68	Eliminate the in-district grant	0	0	0	0	0	0	

	program. p 233							
69	Prepare a comprehensive disaster recovery plan and ensure the district's new administrative computer system includes provisions for disaster recovery. p 236	0	0	0	0	0	0	
70	Hire Year 2000 contractors to complete implementation of Year 2000 fixes. p 238	0	0	0	0	0	0	(\$60,800)
71	Refine the technology plan to ensure that tasks described in the plan are consistent with district goals and spending priorities. p 241	0	0	0	0	0	0	
72	Develop a plan for defining automation requirements, identifying the best software solution, and implementing the system. p 243	0	0	0	0	0	0	
	Totals-Chapter 6	(\$920)	(\$920)	(\$920)	(\$920)	(\$920)	(\$4,600)	(\$60,800)
Chapter 7: Asset & Risk Management								
73	Require all CISD departments to implement formal safety programs. p 251	0	0	0	0	0	0	
74	Evaluate the	0	0	0	0	0	0	

	feasibility of increasing the district's deductibles on its property and casualty insurance to reduce premiums. p 254							
75	Develop a risk management report for the board. p 255	0	0	0	0	0	0	
76	Establish a zero balance account to invest excess daily balances into interest-earning instruments automatically. p 259	46,655	46,655	46,655	46,655	46,655	233,275	
77	Establish a district policy to pay invoices on specified due dates. p 262	23,959	23,959	23,959	23,959	23,959	119,795	
78	Establish a delinquent tax collection policy for the district and regular communication with Comal County and the attorney responsible for delinquent tax collection. p 264	0	287,442	574,884	574,884	574,884	2,012,094	
79	Adopt fixed-asset policy to guide district actions and responsibilities. p 266	0	0	0	0	0	0	
80	Conduct independent annual inventory of fixed	0	0	0	0	0	0	(\$5,490)

	assets and reconcile to the accounting records. p 268							
81	Purchase a bar code reader and the software needed to automate the tracking of fixed and leased assets. p 269	0	0	0	0	0	0	(\$5,900)
	Totals-Chapter 7	70,614	358,056	645,498	645,498	645,498	2,365,164	(\$11,390)

Chapter 8: Purchasing and Distribution

82	Centralize purchasing and distribution functions under a purchasing agent and strengthen compliance monitoring of federal and state procurement regulations. p 280	(\$41,310)	(\$41,310)	(\$41,310)	(\$41,310)	(\$41,310)	(\$206,550)	
83	Consolidate and automate the purchase requisition and order processes. p 286	0	0	0	0	0	0	
84	Develop and use key performance measures to aid in the management of CISD's purchasing operations. p 289	0	0	0	0	0	0	
85	Develop performance measures and procedures to ensure appropriate usage and distribution of	0	0	0	0	0	0	

	warehouse inventory. p 292							
86	Modify the stores order report, and purchase and install an automatic reorder point system. p 293	0	0	0	0	0	0	
87	Require each school to pay for all lost textbooks from its principal activity fund balances. p 296	14,890	14,890	14,890	14,890	14,890	74,450	
	Totals-Chapter 8	(\$26,420)	(\$26,420)	(\$26,420)	(\$26,420)	(\$26,420)	(\$132,100)	0
Chapter 9: Transportation								
88	Reorganize the Transportation Department into sections for maintenance, regular education, and special education. p 308	0	0	0	0	0	0	
89	Reassign the special education supervisor's secretarial duties to the field trip clerk/receptionist and new Hill Country facility secretary. p 310	0	0	0	0	0	0	
90	Compress CISD's wage schedule for drivers to provide a more competitive starting wage. p 311	(\$24,862)	(\$24,862)	(\$24,862)	(\$24,862)	(\$24,862)	(\$124,310)	
91	Develop a substitute driver	0	0	0	0	0	0	

	pool to cover 6 percent absenteeism. p 313							
92	Eliminate the substitute driver/part-time receptionist position. p 314	3,672	3,672	3,672	3,672	3,672	18,360	
93	Use the capabilities of Edulog to reduce the number of bus routes and the number of required buses and drivers. p 316	45,100	45,100	45,100	45,100	45,100	225,500	
94	Eliminate the Edulog clerk position, create a new position of Edulog scheduler, and train the current clerk to fill this position. p 317	(\$3,628)	(\$3,628)	(\$3,628)	(\$3,628)	(\$3,628)	(\$18,140)	(\$3,445)
95	Establish a staggered bell schedule for all schools in the district. p 319	0	0	0	0	0	0	
96	Provide principals with bus route and schedule information for distribution to parents and students at the annual student orientations at each school. p 321	(\$391)	(\$391)	(\$391)	(\$391)	(\$391)	(\$1,955)	
97	Assign buses to routes based on mileage targets to accumulate miles in the fleet more	0	0	0	0	0	0	

	with industry standards. p 346							
104	Join or institute a recycling program. p 347	0	0	0	0	0	0	
105	Develop a pool of qualified food service substitutes. p 349	0	0	0	0	0	0	
106	Identify kitchens and individuals with high absentee rates and initiate corrective action. p 351	0	0	0	0	0	0	
107	Reclassify the Food Service coordinator to a director. p 352	(\$10,892)	(\$10,892)	(\$10,892)	(\$10,892)	(\$10,892)	(\$54,460)	
108	Establish additional strategies to increase meal participation rates. p 355	0	0	0	0	0	0	
	Totals-Chapter 10	105,296	105,296	105,296	105,296	105,296	526,480	0

Chapter 11: Safety and Security

109	Standardize discipline policies and the consequences for violations and apply these disciplinary practices consistently to all schools in the district. p 366	0	0	0	0	0	0	
110	Analyze, distribute, and discuss incident reports with parents, teachers, and	0	0	0	0	0	0	

	school administrators at least once a year. p 368							
111	Systematically evaluate the behavior of the student population at each school and target prevention and intervention programs to meet the schools' needs. p 370	0	0	0	0	0	0	
112	Hire a full-time attendance officer and institute procedures for parental notification of unacceptable absences and attendance makeup policies. p 372	97,528	97,528	97,528	97,528	97,528	487,640	
113	Combine the Comal Leadership Institute and the Comal Discipline Center with similar alternative education schools at other area school districts. p 375	0	0	0	0	0	0	
114	Enter into discussions with the New Braunfels Police Department to improve response time to Canyon High School and Canyon Middle School. p 377	0	0	0	0	0	0	

Totals-Chapter 11	97,528	97,528	97,528	97,528	97,528	487,640	0
TOTAL SAVINGS	2,940,689	3,612,141	3,899,583	3,899,583	3,720,841	18,072,837	0
TOTAL COSTS	(\$749,900)	(\$697,792)	(\$697,792)	(\$697,792)	(\$697,792)	(\$3,541,068)	(\$1,220,732)
NET SAVINGS (COSTS)	2,190,789	2,914,349	3,201,791	3,201,791	3,023,049	14,531,769	(\$1,220,732)

5 Year Gross Savings 18,072,837

5 Year Gross Costs (\$4,761,800)

Grand Total 13,311,037

Chapter 1

DISTRICT ORGANIZATION AND MANAGEMENT

This chapter discusses the Comal Independent School District's (CISD's) organization and management in five sections:

- A. Governance
- B. Planning
- C. District Management
- D. District Policies and Procedures
- E. Community Involvement

The effectiveness of a district's organization and management may be evaluated against several critical success factors: a vision and goals that are clearly communicated to staff and community members through a planning document; an efficient and logical organizational structure that supports site-based decision-making; a harmonious planning, budgeting, and improvement process that ensures resources are used efficiently and support district goals; a thorough and objective performance evaluation system; sound and consistently applied policies that comply with applicable laws; and board actions that demonstrate an understanding of members' roles as planners, policy-makers, and performance monitors.

CISD's organization and management is directly affected by rapid growth and a large geographic territory. CISD's enrollment has doubled over the past seven years and the district, which includes land in five counties, has almost twice the area of Houston ISD.

Chapter 1

DISTRICT ORGANIZATION AND MANAGEMENT

A. GOVERNANCE

CISD is governed by a seven-member Board of Trustees. Each trustee is elected by and represents a single area within CISD; none are elected at large by the entire district (**Exhibit 1-1**). Board elections are held in May of every year and members hold three-year terms. Two new trustees were elected in the May 1, 1999 board election replacing previous board members.

Exhibit 1-1
CISD Board Members

Member	District	Profession	End of Term
Dan Krueger, President	2	District Manager, Hobart Foods	2000
John Clay, Vice President	7	Golf Professional	2001
John Bertelsen	4	Sales Representative, janitorial paper products supply	2002
Dora Gonzales, Treasurer	1	Social Worker, Hospice	2000
Robert Loop	6	Engineer, Kelly Air Force Base	2001
Nick Nichols	3	President, Sandler Business Institute	2002
Lester Jonas	5	Retired	2000

Source: CISD.

All CISD board members represent single-member districts, the result of a discrimination lawsuit. When the lawsuit was filed, all trustees were elected to at-large positions. The district's only documentation of this settlement is a letter from an attorney describing the establishment of seven single-member districts. The settlement was reached in 1993, and the establishment of single-member districts began in 1994.

For the 1997-98 school year, the board budget was \$65,800. Audit and legal fees made up two-thirds of the budget.

The board meets on the second and fourth Thursday of every month. The first meeting is considered a workshop and the second is the official board meeting.

FINDING

The board has not established objective measures for evaluating the superintendent's performance. While the superintendent's performance is evaluated every year, the process is highly subjective. For instance, the evaluation contains an item stating that "The superintendent directs the preparation and expenditure of the district budget within the district's fiscal capabilities," but the board has no established measures to determine the extent to which the superintendent has done this. **Exhibit 1-2** presents a sample of the criteria included in the superintendent's evaluation for the area of "Organizational Improvement."

**Exhibit 1-2
Sample from Superintendent's Evaluation**

Performance Responsibilities	Rating 1 2 3 4
The superintendent effectively coordinates the planning of district programs and services to meet identified needs.	
The superintendent organizes resources, personnel, and facilities for the effective implementation of district goals.	
The superintendent uses collaborative planning processes when appropriate.	
The superintendent ensures that long- and short-range plans for departmental and district improvement are developed and implemented.	
The superintendent demonstrates the conceptual skills required to manage the district in an effective manner.	

Source: CISD, Superintendent's Evaluation Form.

The superintendent also is evaluated in the areas of:

- Instructional Management
- Organizational Climate
- Personnel Management
- Administration and Fiscal/Facilities Management

- Student Management
- School/Community Relations
- Professional Growth and Development
- Board/Superintendent Relations
- Leadership.

While the superintendent has come under criticism from time to time from some groups, and is fiercely defended by others, these criticisms and praise are often based on feelings and perceptions, not on the facts or on clearly measured performance. Performance expectations are intended to provide guidance and direction to an employee, and performance evaluations should measure the employee's progress in meeting these goals.

Most board members told TSPR that they are not providing clear direction and setting specific priorities and goals for the superintendent. Consequently, evaluations have become highly subjective and do not serve as a tool for educational progress in the district.

Recommendation 1:

Incorporate specific performance measures into the superintendent's evaluation.

The superintendent's evaluation form should include objective performance measures. These measures should include indicators of student performance as well as of staff performance and district efficiency. These indicators could include:

- student test score results;
- per-student expenditures by functional area;
- staff to student ratio by functional area;
- amount of funds generated from in-kind and monetary community donations;
- salary costs as a percentage of total budget;
- actual expenditures as a percentage of budgeted expenditures;
- dropout rates; and
- progress towards strategic plan goals.

The evaluation should include a section with these indicators, a goal for each as established at the beginning of the year, and the superintendent's performance to achieve the goal. The board should identify these measures, set goals for the superintendent for each indicator, and ensure that the superintendent understands and agrees upon the goals. To the extent possible, the evaluation could include indicators for each element of the superintendent's job description.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board develops performance measures for the superintendent with input from the superintendent.	August 1999
2.	The board and superintendent establish goals for the superintendent's performance evaluation period.	August 1999
3.	The superintendent directs the Business Operations director and the Technology director to collect and report on the data necessary for tracking these performance measures.	September 1999
4.	The board incorporates these measures into the superintendent's evaluation.	September 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

CISD covers a large geographic area including several communities. These communities represent separate and sometimes competing factions within the district. Many community members expressed concern that board members represent the interests of their own communities over the district's overarching interests. There is evidence to support these concerns. The most recent example is reflected in the debate over how the district should relieve its over crowded high schools. For the most part, trustees from the west side of the district support building a new, third high school; trustees from the east side support expanding current high schools (expanding Smithson Valley High School to a larger size than Canyon High School). Many parents and community members on the east side do not want to see district resources spent on building a new school on the west side, and many on the west side do not want their children going to a 2,500-student high school. It is difficult to determine whether the board's decisions are based on fact or on the wishes of their respective constituencies.

TSPR surveyed CISD parents, students, teachers, and administrators, and found that a majority of teachers and school administrators (52 percent) disagree with the statement "CISD school board members make sound decisions," and slightly more parents disagree (37 percent) than agree (33 percent) with the same statement. (**Exhibit 1-3**)

Exhibit 1-3 Responses to Selected Survey Questions

Group and Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
Teachers and School Administrators - CISD school board members make sound decisions.	3%	3%	29%	13%	34%	18%	0%
Parents - CISD school board members make sound decisions for the district.	3%	5%	28%	25%	25%	12%	2%

Source: Texas School Performance Review.

When asked "What is the greatest weakness of CISD?" most survey respondents stated the board's inability to make decisions, which included:

- "The [board's] inability to make decisions.
- School board cannot make decisions - creates turmoil and disrupts students and staff. Dilutes community support.
- A school board that makes decisions and then changes its mind.
- Continual indecision by the board. Not sticking to the plan.
- The school board is divided and indecisive.
- [The] School board [is] not making decisions and staying with them."

Many of those surveyed believe that CISD board decisions often are based on political considerations rather than a thorough consideration of the facts. There are several reasons that have led the public to believe this. For example:

- Often critical information is received late by board members, sometimes at the meeting itself; nevertheless, they vote anyway without careful consideration. For example, at a November board meeting, the board received new information at the last minute on the cost of the high school options, yet used this new information to vote on the bond package.

- At times, important information is still unknown or uncertain, such as the exact costs of the various high school alternatives, but the board votes anyway.
- Attendees at board meetings are not informed about details of board decisions or debates, which may limit their ability to provide thoughtful public input.

One clear incident of the board's indecision occurred between January 1998 and April 1998. During this time, the board voted eight times in five different meetings on which students would attend Spring Branch Middle School and which would attend Smithson Valley Middle School.

Recommendation 2:

Provide board training on teamwork and decision making and establish board-monitored procedures to reduce decision reversals.

Board members inevitably will have different priorities or different ideas about what is best for the district. Even so, board members should be able to agree on the facts involved. The CISD board should strive for this agreement. Votes and decisions should be delayed until all board members feel comfortable that they are working with solid information.

CISD should provide a training session for its board members on teamwork and decision making. This training session should be led by an outside facilitator. In addition to covering traditional teamwork and decision-making topics, the facilitator should lead the board in a discussion of the board's credibility in the community and opportunities for improving it.

As a group, board members and the facilitator also should discuss how the board could avoid future reversals of decisions and how they should explain re-votes to the public when they do occur. There are several ways in which the board could address this. For instance, the board could track all vote and decision reversals and explain the reason for the reversal to the public. In addition, the board's agenda should indicate whether an agenda item, which was previously resolved, is being brought up for further consideration. Finally, while it may be impossible for board members to agree with all the facts involved, this is something for which the CISD board should strive. Votes and decisions should be delayed until all board members feel comfortable that they are working with accurate information.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. Board members attend a facilitated session to discuss their	July 1999
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	approach to decision making.	
2.	The board communicates with the community concerning its commitment to more effective decision making.	August 1999
3.	The board begins tracking all vote reversals, works among themselves to analyze the reasons for the reversal, and documents procedures to reduce decision reversals.	August 1999
4.	The district contracts with a facilitator to help the board with their decision-making process.	September 1999

FISCAL IMPACT

The fiscal impact assumes the board would hire a facilitator for eight hours at \$200 an hour.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Provide board training on teamwork and decision making and establish board-monitored procedures to reduce decision reversals.	(\$1,600)	\$0	\$0	\$0	\$0

FINDING

The board has no standing committees, but rather has ad hoc committees; however:

- Some are too big to be effective. The long-range facilities planning committee has more than 100 people.
- Some do not include community members. The strategic planning committee has no community members or teachers.
- Committee work is acknowledged but not always used. Although the board's long-range planning committee recommended a maximum size of 1,500 students for district high schools, the district now is considering expanding Smithson Valley High School to 2,500 students.
- Committees are not given specific charges or time frames. A split-the-district committee was established, but never issued a report to the board.

Committees are not particularly effective in CISD in part because certain critical elements are not in place. Spring ISD has identified several factors that allow committees to be effective:

- The district must have a plan that governs all decisions of the board and staff actions. The committees use the plan as a guide to ensure that their recommendations are in line with plan goals.
- Board members must understand that their role is that of policy-maker, not administrator. The board must avoid "micromanaging," or becoming too involved in the details of each issue. It must set clear priorities, ensure the resources are there to accomplish them, and monitor staff performance.
- Board members must trust one another. Without mutual trust in their actions, no basis exists for accepting committee recommendations.
- Board members must respect the capabilities of other board members and the district's staff. Board members must treat each other and staff members as professionals dedicated to the needs of the students of the district, not to their own best interests.
- Staff members must be open and candid with the board, provide all information needed to make decisions, and engage in candid discussions. If the board feels that staff members are withholding information, committees will not feel encouraged to make use of staff input and will not have the information needed to make intelligent, meaningful recommendations to the full board.
- Board members must be willing to commit the time necessary to make the committees function well. The role of the committees is to digest complex issues, thoroughly discuss and evaluate options, and make recommendations to the board. The board as a whole should not have to review the work of the committee to ensure that it has thoroughly evaluated all information and alternatives.
- Leadership of and membership on committees should rotate so that each board member has an opportunity to be in both types of positions.
- The topics covered by committees should be changed periodically to reflect the district's changing priorities.

Of these factors, the ones most obviously missing from CISD are those that require that the board members trust each other, respect each other and district staff members, and understand their roles. Without these elements in place, committees will find it difficult to work successfully in CISD.

Recommendation 3:

Create four standing committees and develop guidelines for ad hoc committees.

The board needs to establish trust to make committees work, make a concerted effort to attend board training regularly, and to build a true team of seven structure for the district.

The district should maintain four standing committees for instruction, facilities, finance, and personnel. Each committee should have board member representation. These committees should allow board members to develop a more detailed level of knowledge about these areas and enable the board to be better informed when making decisions. For example, the instruction committee could work with the assistant superintendent for Instruction to advise the board on instructional decisions. The facilities committee could oversee the development of long-range plans and should investigate potential facilities options. The finance committee could oversee the internal and external audit functions, while the personnel committee could work with the director of Human Resource Services on personnel issues, including hiring and termination matters and salaries and personnel policies.

In addition to these standing committees, the board occasionally will need ad hoc committees to address certain issues. To ensure these committees are productive in accomplishing their goals, the district should ensure that each committee has the appropriate composition of community members, district staff, and board members; clearly defined goals; and a time frame for reporting back and completing its work.

Effective committee work should reduce the need for the entire board to meet twice a month. It also should allow the board to make more informed decisions, as the committees would be responsible for researching and assessing various decision-making options before their recommendations are presented to the board.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board establishes four standing committees and defines their roles and responsibilities.	July 1999
2.	The board determines which board members will participate in which committees and which board member will chair each committee.	July 1999
3.	The board adopts a policy, such as Spring ISD's success factors, and incorporates it into their committee guidelines.	August 1999
4.	The standing committees hold their initial meetings.	August 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

The board conducts regular meetings on the second and fourth Thursday of each month. The district's policy manual states that "The Board shall give written notice of the date, hour, place, and subject(s) of each meeting." Accordingly, the board posts notices of these meetings in its administrative offices.

State requirements on this topic are somewhat conflicting. Section 551.051 of the Government Code states that "a school district shall post notice of each meeting on a bulletin board at a place convenient to the public in the central administrative office of the district." CISD is in compliance with this requirement.

On the other hand, Section 551.053 states that "The governing body of a water district or other district or political subdivision that extends into four or more counties shall:

1. post notice of each meeting at a place convenient to the public in the administrative office of the district or political subdivision;
2. provide notice of each meeting to the Secretary of State; and
3. provide notice of each meeting to the county clerk of the county in which the administrative office of the district or political subdivision is located."

CISD's board is the governing body of a district that extends into more than four counties.

Several school law attorneys contacted by TSPR believe that Section 551.053 does not apply to school districts and that districts are governed by the more specific law in Section 551.051. While following the more specific law is a common approach in situations like this one, the Texas Education Agency and Attorney General's Office (AG) both said that the law could be interpreted either way.

Recommendation 4:

Voluntarily post board meeting notices with the Secretary of State and with county clerks.

While no school law attorneys felt that CISD was out of compliance by following current procedures, posting this information could improve communications with remote areas of the district. Should the board decide not to post in all of these locations, the board's attorney should seek an

Attorney General's opinion to clarify the open meetings posting requirements.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board reviews the options to determine the most appropriate course of action.	June 1999
2.	Should the board decide not to post notices as suggested, the board should seek an opinion from the Attorney General's Office to clarify the law.	July 1999
3.	The board updates its policy and changes its procedures to coincide with its decision.	August 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

Chapter 1

DISTRICT ORGANIZATION AND MANAGEMENT

B. PLANNING

The district has several planning documents, including:

- *1996 - 2000 Strategic Plan*
- *1997 Strategic Plan Update*
- "Focus 2000"
- *Annual District Improvement Plan.*

The district's *1996-2000 Strategic Plan* was developed by a committee of district staff with the assistance of an outside consultant. The plan, completed in 1996, outlined goals and strategies to guide the district's actions and decisions through the year 2000. The *1997 Strategic Plan Update* was developed in 1997 by the same consultant who assisted the district with the initial plan. This update reported on the district's progress towards the plan's goals. "Focus 2000" is a brief, three-page document developed by the district's superintendent in 1998 that identifies areas on which the district should focus for the 1998-99 and 1999-2000 school years. The annual *District Improvement Plan* is developed by the district's Site-Based Management Committee each year. It includes objectives, strategies for reaching these objectives, and methods for evaluating progress.

FINDING

Although the district has several planning documents, it is unclear how they are linked to one another or how any of them affect the district budget. "Focus 2000" covers the broadest range of areas, both instructional and operational; the *1996-2000 Strategic Plan* goals cover a broad range of instructional areas and some non-instructional areas; and the annual District Improvement Plan is strictly instructional. **Exhibit 1-4** summarizes the goals of the strategic plan and the district improvement plan and the areas of focus from "Focus 2000."

Exhibit 1-4
Various Goals and Focus

<i>1996-2000 Strategic Plan Goals</i>	<i>Annual District Improvement Plan</i>	Focus 2000
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	<i>Goals</i>	
<p>A student-centered curriculum and assessment process that leads to post-school success. Instructional methodologies and organizational arrangements that result in learning and respect the reality that students learn at different rates and in different ways.</p> <p>Staff development and other learning opportunities that result in the acquisition of skills and competencies required of all staff members for the 21st century.</p> <p>Effective support (follow-up, time for planning, technology, mentoring, etc.) to assist staff in translating concepts learned from staff development and other experiences into actual practice.</p> <p>Organizational structures that result in highly effective operations for student focused schools (includes staffing, role clarity, coordination, etc.)</p> <p>Longitudinal planning that resources are coordinated and that student progress is not interrupted as each transition is made from grade to grade.</p> <p>Each student, parent, and educator is safe, welcomed, and respected in Comal schools.</p> <p>CISD actively invites participation of the community and promotes partnerships for excellence in the schools.</p> <p>A highly effective communication system that provides community members, parents, and district personnel with information about Comal</p>	<p>By Spring 1999, the annual attendance rate will be maintained at 97% or higher.</p> <p>By Spring 1999, at least 90% of all students in each population will pass all TAAS tests.</p> <p>By Spring 1999, the annual dropout rate will be 1% or less.</p>	<p>Academic Excellence Indicator System</p> <p>Building program to accommodate student growth and other district needs</p> <p>Communications</p> <p>Customer Service</p> <p>Diversity Management Plan and Strategic Plan</p> <p>Operations: District</p> <p>Organization and Management,</p> <p>Educational Service Delivery,</p> <p>Personnel Management, Community Involvement, Facilities Use and Management, Asset and Risk Management, Financial Management, Management Information Systems, Purchasing and Warehouse Services, Administrative and Operational Services.</p> <p>Paraprofessional Salary Schedule</p> <p>Preventative Maintenance Program</p> <p>Professional Staff Recruitment, Retention and Benefits</p> <p>Safe and Orderly Schools Program</p> <p>Student Participation in Extra-Curricular Activities</p> <p>Technology</p>

schools that is relevant and timely. An ongoing planning and evaluation system that provides data to guide decision-making, program improvement, and allocation of resources.		
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Source: CISD 1996-2000 Strategic Plan; Annual District Improvement Plan; Focus 2000.

While the *Annual District Improvement Plan* includes a column to connect its goals to those in the *1996-2000 Strategic Plan*, the column is empty for most goals and objectives. And, as **Exhibit 1-5** illustrates, the focus of the *1996-2000 Strategic Plan* and the *Annual District Improvement Plan* are relatively narrow.

Exhibit 1-5
Scope of Plans

Functional Area	1996-2000 Strategic Plan	Annual District Improvement Plan	Focus 2000
District Organization and Management	✓		✓
Educational Service Delivery	✓	✓	✓
Community Involvement	✓		✓
Personnel			✓
Facilities			✓
Purchasing			✓
Asset & Risk Management			✓
Financial Management			✓
Computers & Technology			✓
Transportation			✓
Food Services			✓
Safety & Security			✓

Source: Texas School Performance Review.

While "Focus 2000" is broad in scope, it is shallow in depth. It includes a section for high-level tasks, point people, and evidence of progress for each goal, but it does not include estimates of costs; dates for completion; and responsible parties. For example, **Exhibit 1-6** presents the point people, focus, and evidence of progress included in the document for the technology function.

Exhibit 1-6
Focus 2000: Technology Function

Area	Detail
Point People	Superintendent, Assistant Superintendent, Director of Technology, Director of Transportation, Manager of Data Processing, Grants Coordinator
Focus	B1: Business computing migration B2: Y2K Problems and Resolution B3: CISD Infrastructure B4: Campus Technology Curriculum and Training B5: Edulog Systems B6: Grant Acquisition
Evidence of Progress	B1: Migration from Unisys mainframe by December 31, 1999; B2: Reports monthly with resolution to Y2K by November 15, 1999; B3: Monthly infrastructure reports to note progress; B4: District trainer(s) to train team leaders, teachers and administrators; B5: Edulog utilized to the maximum extent possible by March 15, 1999; B6: Obtain at least \$1 million annually in grant money.

Source: CISD, Focus 2000.

As this example illustrates, some items lack due dates. Moreover, it is unclear what is included in each line item. For instance, the plan identifies "Campus Technology Curriculum and Training" as a focus, but does not explain what that means. It could include training teachers on hardware or educational software, or integrating technology into a school's curriculum. Another area of focus is the Edulog System; however, the plan does not specify what it would like to do about the system. The corresponding evidence of progress states, "Edulog utilized to the maximum extent possible by March 15, 1999," but it is not clear what this means.

Recommendation 5:

Increase the scope of CISD's strategic plan to incorporate the goals of "Focus 2000" and use the revised strategic plan to guide district and campus improvement plans.

The district should update its strategic plan to incorporate the goals of "Focus 2000." The district's strategic plan has a generally effective

framework, but would benefit from a broader scope of topics. Incorporating "Focus 2000" goals would accomplish this.

The district Site-Based Management Committee should use the strategic plan to guide the development of the district improvement plan; campus site-based decision-making committees should use both plans to guide the development of their campus improvement plans.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Strategic Planning Committee meets to review the strategic plan and "Focus 2000."	September 1999
2.	The Strategic Planning Committee identifies subcommittees for each functional area to be added to the strategic plan.	October 1999
3.	The subcommittees meet to develop a plan for each new area.	November - December 1999
4.	The Strategic Planning Committee revises the strategic plan.	January 2000
5.	The district's Site-Based Management Committee reviews the new strategic plan and incorporates it into the district improvement plan.	February - March 2000

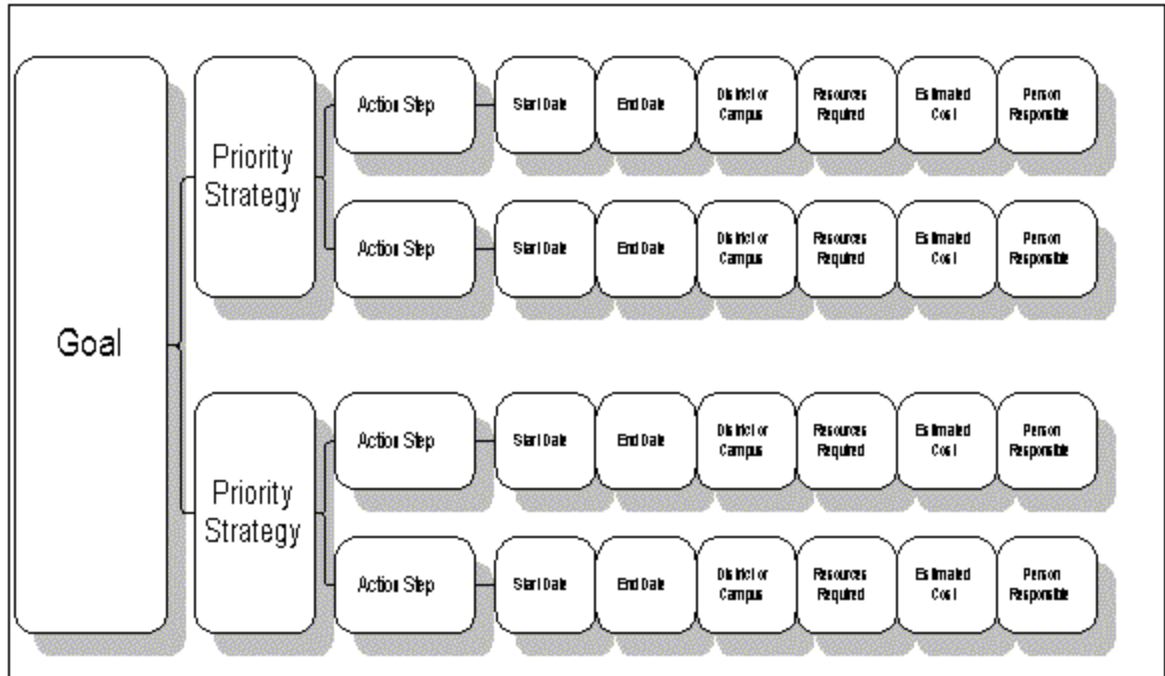
FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

The CISD *1996-2000 Strategic Plan* has ten goals. Unlike "Focus 2000," each goal in the strategic plan has strategies, action steps, start and end dates, responsible party, and the estimated cost. The costs of each action step are totaled to provide costs by function for each goal. **Exhibit 1-7** illustrates the plan's components.

**Exhibit 1-7
1996-2000
Structure of CISD Strategic Plan**



Source: CISD 1996-2000 Strategic Plan.

The plan also includes several evaluation tools, including a best practices evaluation form, a program evaluation design, and a process evaluation format.

The best practice evaluation form lists standards of best practices for each goal and asks the evaluator to assess the district's status on each best practice on a scale from 1 (not in evidence) to 5 (fully integrated into the system). The form also guides the evaluator to identify notes for future planning and designate priorities. The report also includes instructions for completing the form. **Exhibit 1-8** presents a sample from the best practice evaluation form.

Exhibit 1-8
Sample of Best Practice Evaluation Form

Standards of Best Practices	Status					Notes for Future Planning	Priority?
	1	2	3	4	5		
a. The curriculum is designed to effectively meet the needs of all populations within the district.			^				

Status: 1 = not in evidence, 2 = initial planning stage, 3 = initial implementation stage,
 4 = implemented with refinements, 5 = fully integrated into system
Source: CISD 1996-2000 Strategic Plan.

The strategic action plan program evaluation design includes evaluation questions to ask for each goal as well as standards and methodologies to evaluate progress toward each goal. **Exhibit 1-9** presents a sample from the program evaluation design.

**Exhibit 1-9
 Sample, Program Evaluation Design**

Strategic Goal	Evaluation Question	Standard	Methodology
Goal 1: A student-centered curriculum and assessment process that leads to post-school successes.	1A. To what extent do CISD graduating seniors take the Scholastic Aptitude Test (SAT) or the ACT? 1B. To what extent do those CISD students taking the SAT or ACT demonstrate academic competence?	1A. 65% of all CISD graduating seniors will take the SAT or ACT (Annual District Improvement Plan). By Spring 1999, at least 70% of all student populations in the senior class will take either the SAT or the ACT.	1A. Analysis of SAT and ACT data, broken down by ethnicity, campus, and other relevant variables.

Source: CISD 1996-2000 Strategic Plan.

The process evaluation form guides the evaluator in evaluating progress towards implementing the goals and objectives. A sample is provided in **Exhibit 1-10**.

**Exhibit 1-10
 Sample, Process Evaluation Form**

Goal/	Documentation	Status	Modifications/	Rationale	Recommendation
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Objective	(if attached)	Code	Revisions (if applicable)	(if applicable)	for Project Improvement

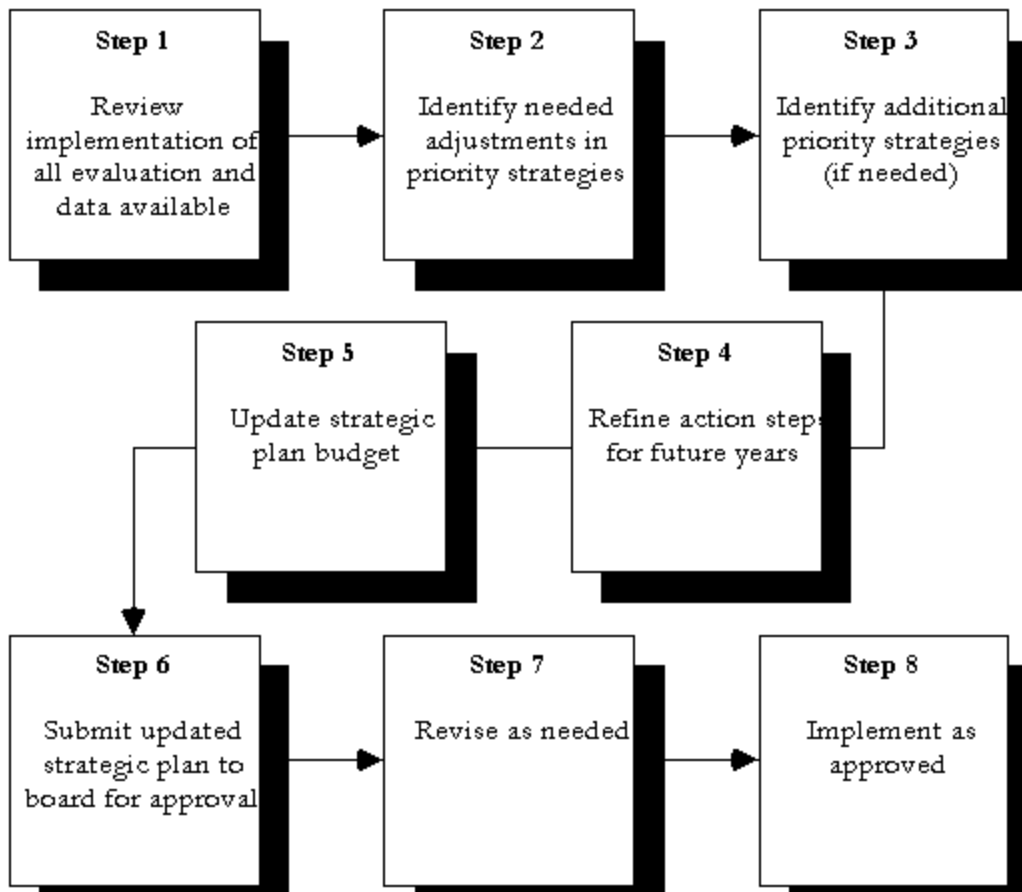
Status Code: 1 = completed as written; 2 = completed with modifications, 3 = completed with major revisions; 4 = not completed at this time; 5 = objective deleted.

Source: CISD.

In addition to evaluation tools, the strategic plan outlines future CISD strategic planning steps, but none of these have been achieved to date.

Exhibit 1-11 illustrates the recommended steps of future cycles.

Exhibit 1-11
Recommended Steps for Future Planning Process



Source: Texas School Performance Review.

"Focus 2000," a planning document prepared by the superintendent with assistance from other district officials, is CISD's most recent planning

document. According to the superintendent, it represents a progress report on the original plan and an updated vision for the school district.

The first progress report, which was delivered to the district in August 1997, was done by the same consultant who developed the *1996-2000 Strategic Plan*. TSPR found no indication, however, that any similar assessment has been made since this report. Several board members and principals said that they have not been updated on the plan since 1997.

One reason for the lack of further progress reports may be that the strategic plan contains only limited objective performance measures. Although it contains standards for each goal, only four of 32 cited can be measured objectively. The remaining standards rely primarily on survey results, but no surveys have been conducted since the original plan was developed.

Recommendation 6:

Revise strategic plan standards to include more objective performance measures, and formally measure progress against these standards annually.

While survey responses are helpful to reflect opinions, they are not as useful as meaningful assessments of progress toward a goal. The district should reduce its number of standards that are measured by survey results and add additional administrative and efficiency standards. To develop these objective performance measures, the district must determine what data will be used, how they will be collected and analyzed, who will collect and analyze them, and how and when the data will be presented. The presentation should clearly communicate the progress or lack of progress made and should present historic trends to allow the board and community to assess each year's progress.

For example, for Goal 5, "Organizational structures that result in highly effective operations for student-focused schools," the district could employ several objective performance measures.

Exhibit 1-12 presents examples of these measures.

**Exhibit 1-12
Sample Performance Measures**

Area	Performance Measure
District Administration	Annual cost of overtime Administrative cost as a percent of total cost Projected vs. actual enrollment
Custodians / Engineers	Attendance Annual cost of overtime Number of square feet per custodian

Transportation	Percent of on-time arrivals Number of routes Cost per mile Cost per student transported
Food Services	Participation rates Meals per labor hour

Source: Texas School Performance Review.

Once the Strategic Planning Committee has developed the measures, the associated data needs should be communicated to the appropriate district staff members who will be responsible for collecting and analyzing the data. These employees should develop a preliminary report for the board and obtain feedback on whether the board finds the information and format useful.

Measures used to evaluate district performance should be tied to the measures used to evaluate the superintendent's performance.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Strategic Planning Committee meets to update the <i>1996-2000 Strategic Plan</i> and identifies and incorporates the new performance measures.	August 1999
2.	The director of Human Resource Services and the board ensure that the measures used to evaluate the superintendent are related to the measures used to evaluate the district's performance.	September 1999
3.	The Strategic Planning Committee communicates the details of each measure to the district staff responsible for collecting and analyzing the data involved.	September 1999
4.	District staff begin collecting necessary data.	September 1999
5.	District staff analyze data and prepare a preliminary report.	January 2000
6.	The Strategic Planning Committee and district staff receive feedback from the board and make necessary modifications to the reports.	February 2000
7.	District staff analyze data and present their report to the board.	August 2000

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

All members of the 1996 Strategic Planning Committee were district employees; no community members served on the committee. Community input was solicited during community forums as part of the strategic planning process, but that was the extent of the community's involvement. Public input is essential in determining the direction and priorities of the entire district, and public support is necessary for successful implementation.

Recommendation 7:

Include community members on future strategic planning committees.

The superintendent should include community members on the Strategic Planning Committee to ensure that their concerns and goals are incorporated and to achieve more community support for the district's plan.

Community members participating on the Strategic Planning Committee should represent the various communities and a mix of the geographic areas within the district, including New Braunfels, Canyon Lake, Bulverde, Garden Ridge, Satler, Startzville, Hancock, Fischer, Spring Branch, Smithson Valley, and San Antonio. Parent, business, and community members should account for about 20 percent of committee membership.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent solicits volunteers from the community to participate on the Strategic Planning Committee.	June 1999
2.	The superintendent recommends committee members to the board.	July 1999
3.	New community committee members join the Strategic Planning Committee for its first meeting.	July 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

CISD's budget calendar starts in February of each year. (**Exhibit 1-13**). A final budget is adopted each August.

**Exhibit 1-13
CISD Budget Calendar**

Date	Description
February 6	Estimate state and local revenues.
February 13	Finalize enrollment projections by campus.
February 27	Department heads begin developing staffing plans, salary schedules, and budgets by function, location, and major object.
March 13	Provide utility and administrative cost information to department heads.
March 20	Receive and evaluate initial budget request, staffing plan, and salary schedule. Make changes to budget.
April 13	Enter preliminary high-level budget on computer.
May 15	Present preliminary high-level budget to board.
May 19	Request department heads to prepare detailed budget by function, location, and detailed object code.
June 4	Begin entry of detailed budget on computer system.
July 13	Begin preparing proposed budget books.
July 27	Complete budget books and present to board.
August 13	Meet with board and have proposed budget books available for public.
August 17	Have budget hearing and adoption.

Source: CISD Business Operations.

The primary link between planning and budgeting should be the establishment of spending priorities. But, CISD's board does not define spending priorities at the beginning of the budget process, nor are spending priorities documented in the annual budget. A lack of spending priorities makes it difficult to determine whether the district is making spending decisions that will help it achieve established goals.

Recommendation 8:

Revise the budget calendar to include a step for developing spending priorities.

Board-defined spending priorities will help the district make difficult budgeting decisions; documenting these priorities in the budget would

help to explain board decisions to the community and give the administration direction for the new year. The spending priorities should be driven by the district's strategic plan. The district should revise its budget calendar to include tasks for developing budget estimates around December and communicating them to department heads around February.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board and the Business Operations director review the budget calendar.	October 1999
2.	The board defines spending priorities based on the strategic plan.	December 1999
3.	The superintendent, Business Operations director, and board use spending priorities to make budget decisions.	February - August 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

Chapter 1

DISTRICT ORGANIZATION AND MANAGEMENT

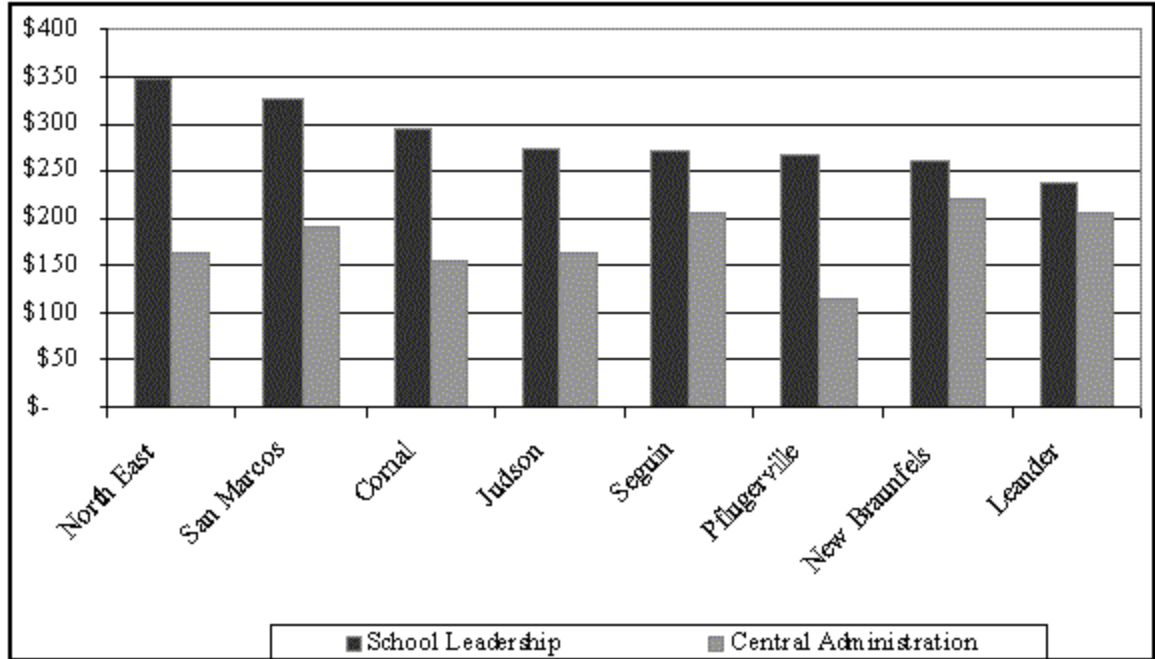
C. DISTRICT MANAGEMENT

After increasing for several years, CISD's per-pupil expenditure on School Leadership and Central Administration fell in 1997-98. Central Administration expenditures include superintendent's office costs, accounting and financial administration, personnel management, legal and audit fees, certain consulting fees, and other central office support functions. School Leadership expenditures represent the cost of managing the schools that include principals, assistant principals, and clerical support in the school office.

In 1997-98, the district spent \$293 per student on School Leadership and \$155 per pupil on Central Administration.

When compared to its peers, CISD is at the high end in terms of per-pupil expenditures on School Leadership. In 1997-98, its per-pupil expenditure on School Leadership put it third highest among its peers. Its per-pupil expenditures on Central Administration was the second lowest among its peers (**Exhibit 1-14**).

Exhibit 1-14
School Leadership and Central Administration Per-Pupil Expenditures
CISD and Peers
1997-98



Source: AEIS.

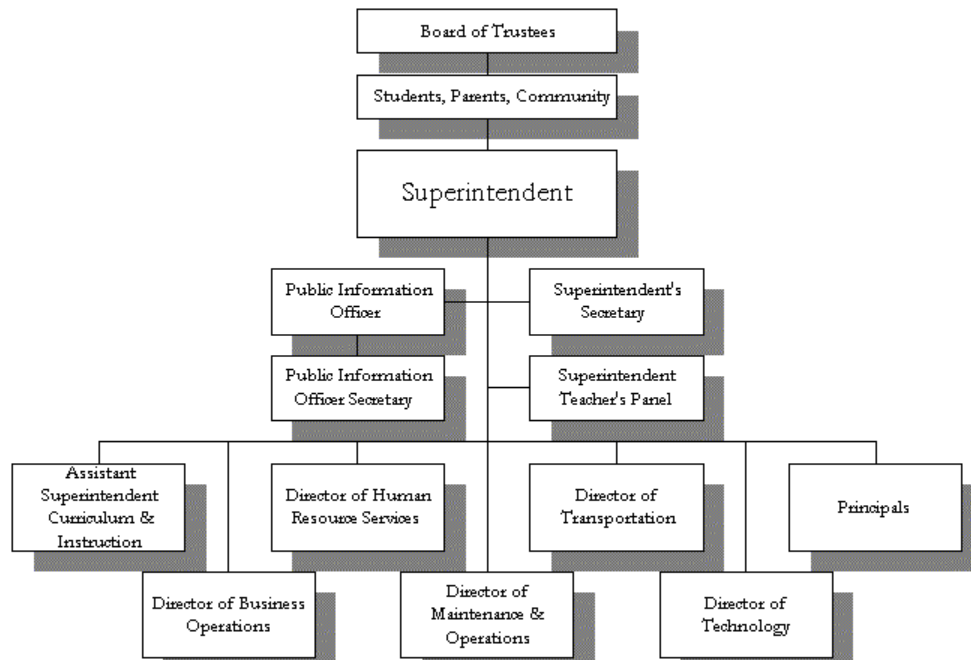
On the other hand, CISD's administrative cost ratio is lower than the state's target, as set by TEA and required in state law. The administrative cost ratio is determined by dividing non-federal operating expenditures for general administration and instructional leadership by expenditures in instructional areas (including instructional resources, curriculum development and instructional staff development, and guidance and counseling services). During 1996-97, the latest school year information available from TEA, CISD's ratio was 10.9 percent. This is well below the state target of 12.5 percent, meaning that CISD spent less on administration and more on instruction.

In 1997-98, Texas school districts devoted 52 cents of every tax dollar they received to classroom instruction. CISD spent 52 cents on instruction in 1993-94, 1995-96, and 1997-98; 53 cents in 1994-95, and 59 cents in 1996-97.

FINDING

CISD has a relatively "flat" organization. **Exhibit 1-15** presents CISD's organizational structure.

Exhibit 1-15 CISD Organization Chart



Source: CISD.

CISD has one assistant superintendent; all directors other than the director of Special Education and all principals report directly to the superintendent. Flat organizations have more positions reporting directly to a management position and relatively few levels of administration.

This organizational structure indicates that most district employees are involved in providing direct service rather than managing others and creating unnecessary bureaucracies.

COMMENDATION

CISD has a flat organizational structure with relatively few levels of management.

FINDING

CISD has no performance measures for its assistant superintendent, directors, and principals. Just as the board needs to hold the superintendent accountable, the superintendent needs to hold the managers accountable.

While these positions are evaluated annually, the evaluation does not employ objective criteria against which to assess performance. The

evaluation instrument used for the district's directors and assistant superintendent is divided into nine sections:

- Goals and objectives
- Relationship with the superintendent and Board of Trustees
- Organization and management/problem-solving
- Leadership
- Fiscal impact
- Communications
- Professional growth and development
- Professional attributes
- Organization and management of the individual's department.

Each area on the evaluation instrument includes several elements against which the individual can be evaluated. It allows for an employee's self-assessment and the superintendent's assessment of the employee for each element. The superintendent rates the employee using a scale of 1 to 4. The elements on the first eight sections (above) are the same for all positions. The elements for the ninth section-organization and management of the individual's specific department-varies by position. **Exhibit 1-16** presents sample elements for the organization and management/problem-solving area.

Exhibit 1-16
Sample Elements on Performance Evaluation

	Element	Rating 1 2 3 4
1.	Organizes materials and personnel to provide for maximum efficiency.	
2.	Uses the skills and expertise of others to develop appropriate action plans for solving problems or implementing programs.	
3.	Engenders a spirit of teamwork in the department and among colleagues.	
4	Develops and uses a systematic approach to solving problems.	
5.	Prioritizes work responsibilities appropriately and completes tasks in a timely manner.	
6.	Evaluates staff fairly and in a manner prescribed by district practice or board policy.	

Source: Texas School Performance Review.

Evaluating an individual on these elements provides useful information to the superintendent as well as to the individual being evaluated, but the lack of specific measures precludes accountability. To assess performance, more objective measures must be included. For instance, instead of just rating the individual on a scale of 1 to 4 regarding the extent to which the individual "organizes the materials and personnel to provide for maximum efficiency," the district could set benchmarks for staffing or expenditure levels as a ratio to number of students, number of employees, or total district budget, and assess the extent to which the individual has achieved these benchmarks.

Recommendation 9:

Develop performance measures for managers and incorporate them into the annual evaluation process.

Each performance indicator must be objective and measurable. Each director must be made aware of the indicators by which they will be measured and the goals they are expected to achieve. These performance measures should be identical to those used to evaluate progress towards the completion of the strategic plan. **Exhibit 1-17** presents sample performance measures.

**Exhibit 1-17
Performance Measures**

Position	Performance Measure
Superintendent	Annual cost of overtime Administrative cost as a percent of total cost Projected vs. actual enrollment
Director of Maintenance	Employee attendance Annual cost of overtime Number of square feet per custodian
Director of Transportation	Percent of on-time arrivals Cost per mile Cost per student transported
Director of Food Services	Participation rates Meals per labor hour
Assistant Superintendent for Instruction	Test scores Teacher attendance Student attendance Teacher turnover

Source: Texas School Performance Review.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Human Resource Services director, department directors, and	June
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	the superintendent develop performance measures for each position.	1999
2.	These performance measures are incorporated into the performance evaluation process.	August 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

CISD has been mired in litigation for much of the past five years. Over the past three years, the district has spent almost \$900,000 on legal fees, although it has significantly reduced its legal fees in 1997-98 compared to the previous two school years. These legal fees were caused by three major lawsuits:

1. A discrimination lawsuit filed by the family of an employee who was transferred to another school in the district and later committed suicide. The district spent more than \$350,000 in legal fees and paid a \$700,000 judgment.
2. A suit filed by two citizens challenging the 1995 bond election, which was passed by eight votes. This suit made three separate challenges, all of which were ultimately dismissed.
3. A student hazing lawsuit that was later dismissed.

About 75 percent of CISD's legal fees have gone to one law firm since 1995-96; these related primarily to the employee discrimination lawsuit (**Exhibit 1-18**). CISD does not employ an in-house counsel.

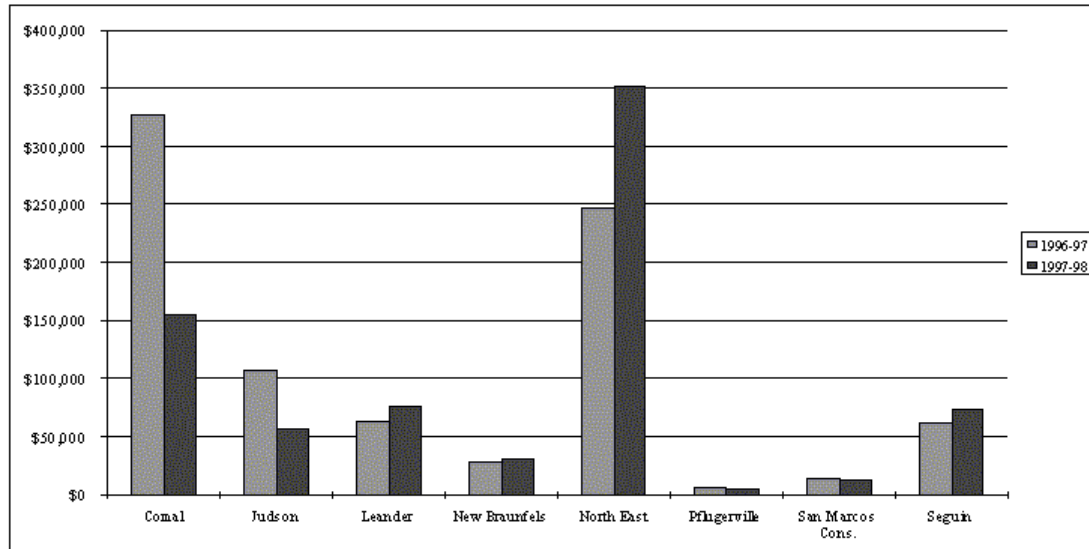
Exhibit 1-18
CISD Legal Fees by Firm
1995-96 through 1997-98

Law Firm	1995-96	1996-97	1997-98	Total	Percent
Walsh, Anderson & Brown	\$313,475	\$234,325	\$103,161	\$650,961	74.6%
Clemens & Spencer	45,343	5,428	\$0	50,771	5.8%
Henslee, Fowler, Hepworth & Schwartz	16,160	3,937	26,982	47,079	5.4%
Fletcher & Springer	8,965	21,024	15,321	45,310	5.2%
Commercial Union Insurance Company	\$0	37,500	\$0	37,500	4.3%
Skelton & Woody	\$0	19,570	\$0	19,570	2.2%
Other	5,550	7,085	9,096	21,731	2.5%
Total	\$389,493	\$328,869	\$154,560	\$872,922	\$100.0%

Source: CISD.

Exhibit 1-19 shows the actual legal expenditures for CISD and its peer districts. In 1996-97 the district had the highest legal expenditures compared to its peer districts; in 1997-98 it had the second highest.

Exhibit 1-19
Actual Legal Expenditures
CISD and Peer Districts
1996-97 and 1997-98



Source: Public Education Information Management System, Texas Education Agency.

The district has "errors and omissions" insurance that protects it when its employees or board members make mistakes or errors in the conduct of school business. CISD's errors and omissions insurance covers legal fees up to \$50,000 per case. Each of the cases listed above far exceeded this reimbursement level. The legal fees reported by the district are net of any reimbursements under this policy.

Given the litigation costs experienced by the district in recent years, it is imperative that its policies meet all legal requirements and provide sufficient direction for district actions.

The director of Human Resource Services is responsible for maintaining the policy manual and making all updates. Many legal policy issues can be addressed by in-house counsel, or external counsel as part of their basic contract with the district.

Recommendation 10:

Seek periodic proposals for legal services and/or hire a part-time, in-house attorney to lower overall legal fees.

A fee estimate from multiple vendors could provide CISD a clear and comprehensive description of all services to be performed; a list of services covered by the retainer; a commitment as to the class and

qualifications of the individuals who will perform the services; and a clear statement of the estimated fees for those services, including *per diem* and hourly rates, by class of employee and the number of estimated days or hours, by class of employee required to perform the services.

The demands of major litigation require the use of an outside firm regardless of whether the district has an in-house attorney.

CISD's larger problem is the occurrence of major litigation. An in-house attorney could help the district avoid such litigation and keep legal fees to reasonable levels.

CISD could consider hiring a part-time, in-house attorney. One possibility would be to enter into a cooperative agreement with a neighboring district to share an attorney. Another option might be to hire an attorney on a part-time basis.

The attorney should be familiar with Texas school law and policies and preferably should have some experience with litigation; attend all board meetings, review all policies and administrative changes; be informed immediately of all incidents, complaints, or grievances that could lead to litigation; and maintain the district policy manual and work with all department heads and principals on recommended policy changes.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent and the Human Resource Services director prepare a request for fee estimates.	June 1999
2.	The Business Operations director contacts neighboring districts to determine if any would be interested in entering into a cooperative agreement for legal counsel.	June 1999
3.	The Human Resources Services director determines the cost of hiring an in-house attorney, including benefits, clerical support, publications, furniture, and equipment.	July 1999
4.	The superintendent and board review the fee estimates and the optional cost of hiring of an in-house attorney.	August 1999
5.	The board selects the most appropriate option and proceeds to contract for legal services or hire in-house counsel.	September 1999

FISCAL IMPACT

Implementing this recommendation should save the district money in legal fees, but the actual amount of those savings will depend on the option taken by the district.

Chapter 1

DISTRICT ORGANIZATION AND MANAGEMENT

D. DISTRICT POLICIES AND PROCEDURES

CISD uses the Texas Association of School Board's (TASB's) service to update its district policy manual to reflect changes in state law. The district receives suggested policy updates from TASB and all policy changes are distributed to the superintendent's office, each principal, and each department head for inclusion in their copies of the policy manual.

The policy manual also contains administrative regulations that guide the district's implementation of policy. All changes to policies and administrative regulations are approved by the superintendent and formally adopted by the board.

Each CISD department is responsible for developing and maintaining its own procedures. There are documented operational procedures for human resources, purchasing, and business functions of the district. These procedures are important to ensure that district policies continue to be followed as employees leave and new employees are hired. Well-documented procedures also serve as useful training tools for new hires.

The director of Human Resource Services obtains TASB policy updates, receives policy recommendations from within the school district, presents policy changes to the board, and coordinates the policy manual change and distribution process. The appropriate department modifies the TASB policy change notices for local use and submits them to the director of Human Resource Services.

The district has about 30 hard copies of its policy manual that must be updated manually. Each school principal maintains a copy in the school office. To streamline policy manual maintenance and make the policy manual more accessible, CISD is planning to convert the policy manual to CD-ROM later this year. The CD-ROM will be supported in CISD's continuing contract with TASB.

Once additional computers are installed at the schools, the policy manual will be readily available in each classroom and can be changed instantaneously.

COMMENDATION

CISD maintains well-documented operational procedures for the human resources, purchasing, and business functions.

Chapter 1

DISTRICT ORGANIZATION AND MANAGEMENT

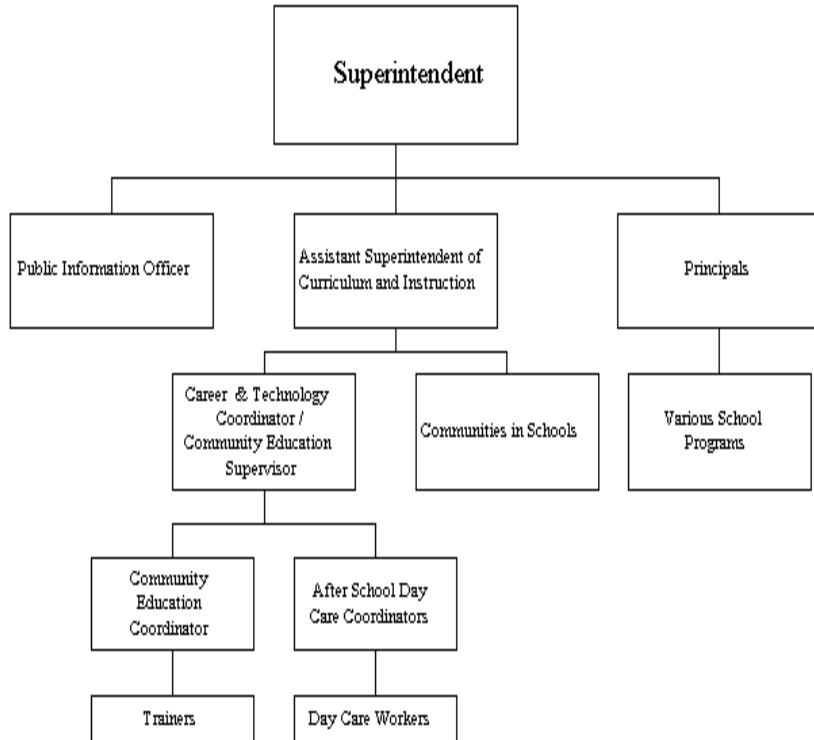
E. COMMUNITY INVOLVEMENT

As part of this review, TSPR solicited community input through public forums; distributed surveys to parents, teachers, school administrators, central office administrators, and students; and conducted focus groups sessions and individual interviews of parents, business people, teachers, and principals. Findings from each of these are included in chapters throughout the report and are summarized in the Appendices.

A school district's community involvement function typically involves communicating with and involving different portions of the community, including parents, local businesses, and other community groups. In CISD, a public information officer manages communication with the public.

The district's community participation programs are managed by several people at the central office-specifically in community education and after-school day care-as well as by people on each campus. **Exhibit 1-20** presents an organizational overview of CISD's community involvement staff.

**Exhibit 1-20
CISD Positions Involved in Community Involvement**



Source: CISD.

The public information officer produces and distributes press releases, the *Greensheet*, the *Superintendent's Newsletter*, the *Superintendent's Update*, and various other publications as needed.

TSPR's survey results indicate that parents are involved in CISD schools (**Exhibit 1-21**) although no formal parental involvement program exists in the district. According to survey results, 73 percent of parents agreed to the following statement, "Many parents are active and involved in my child(ren)'s school." Eighty-one percent of teachers agreed with the statement, "Parents are actively involved in my school."

Exhibit 1-21

Responses to Statements

Group and Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
Parent: "Many parents are active and involved in my child(ren)'s school."	0%	12%	61%	16%	9%	0%	2%

involved in my child(ren)'s school."							
Teachers: "Parents are actively involved in my school."	3%	27%	54%	6%	9%	1%	0%

Source: Texas School Performance Review.

FINDING

The district's community education program is delivered collaboratively with New Braunfels ISD (NBISD). This program provides a variety of educational classes to members of the districts' communities ranging from music and dance to computers and business. The program supports itself through fees; the districts provide facilities but no funding. CISD's community education coordinator runs the program for the district.

The after-school day care program, as the name implies, provides day care for CISD students after school. This program is offered at all elementary and primary schools and serves about 350 students. Two after-school day care coordinators who work at the central office coordinate this program. Parents pay \$25 a week per child to participate in the program. This revenue covers the cost of running the program; while the district provides facilities, it makes no other financial contribution to the program.

CISD also offers Communities in Schools (CIS); a program dedicated to helping students to stay in school, successfully learn, and prepare for life by coordinating community resources in the school setting. During 1997-98, CIS served 1,822 students on 10 school campuses. The following schools participated in the program:

- Goodwin Primary
- Comal Elementary
- Frazier Elementary
- Bill Brown Elementary
- Mountain Valley Elementary
- Mountain Valley Intermediate
- Canyon Middle School
- Canyon High School

- Arlon Seay Intermediate Smithson Valley Middle School

CISD recently instituted the CISD Senior Citizen Card program where patrons, 55 years or older, are admitted free of charge to most school events. The district will charge \$1 for admittance to UIL sporting events.

COMMENDATION

CISD provides a variety of community-based programs to students, parents, and the community.

FINDING

A variety of parental and community involvement initiatives throughout the district are coordinated at the campus level. For instance, H.E.B. has an adopt-a-school program with several elementary schools; the local Lion's Club has a mentoring program with one of the middle schools; Rahe Primary has a mentoring program with a neighboring retirement center; and Frazier Elementary School has a Bobcat Buddies program where Southwest Texas State University students mentor elementary students.

COMMENDATION

CISD schools receive considerable volunteer support from business, civic, and higher education organizations.

FINDING

CISD and NBISD publish jointly the *Business and Educator Resource Directory*, at no cost to the district, to provide information to schools in both districts about community resources. The directory includes two sections: Business Resources and Career and Technology Course Offerings. The Business Resource section is divided into 16 areas ranging from Agribusiness, Environmental, or Natural Resources to Computers, Electronics, or Information Technology. Within each area is a list of companies or entities interested in participating with the school district. For each entity, the directory includes the name of a contact person, a phone number, a fax number and a description of the firm's areas of interest. The "areas of interest" describe how each entity would like to become involved with local schools. It indicates if the entity would like to provide guest speakers, offer shadowing opportunities (in which students follow an employee through work activities), provide internships, or apprenticeships.

Since volunteer programs are coordinated by CISD's schools themselves, this guide is particularly useful.

COMMENDATION

The district's *Business and Educator Resource Directory* is a useful resource to CISD schools.

FINDING

One of the greatest challenges facing CISD is its geographically and philosophically divided community. This division has created feelings of isolation and suspicion. Many parents feel that the district does not take their concerns and input seriously. According to TSPR's survey results, most parents believe that the community provides suggestions and comments to the district, but fewer parents believe that the district takes advantage of these comments and suggestions (**Exhibit 1-22**).

**Exhibit 1-22
Responses to Statements**

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
The community often provides suggestions and comments to the district.	2%	7%	52%	30%	7%	2%	1%
The district takes advantage of community comments and suggestions.	2%	4%	23%	39%	22%	8%	1%

Source: Texas School Performance Review.

** Numbers may not add to 100% due to rounding.*

In 1997, the voters rejected a bond proposal primarily because of widespread distrust of the board and administration's ability to spend the district's money wisely, to unify the district, and promote effective two-

way communication. On May 1, 1999, the voters passed two bond proposals that will build and expand schools and upgrade technology. This time the district made a concerted effort to communicate with and educate the public about the bond issue. The district said that two weeks before the election a number of parents came forward to ask what they could do to ensure the passage of the bond proposals. Still, there are many taxpayers that are reluctant to trust the district to spend the bond money on the projects outlined in the bond proposals.

TSPR also noted a perception in the community that the district's management does not provide good customer service. Teachers and community members both said that it often proves difficult to obtain information or responses from district personnel and board members. Examples heard during on-site TSPR work included instances in which board members told teachers not to turn board meetings "into a circus" and asked them how long their comments would take; told community members not to fax or call them; and administrators did not return phone calls to parents and community members.

As a result of incidents like these, minor complaints often bypass principals and the board and go straight to the superintendent. The superintendent stated that he spends about 40 percent of his time responding to minor complaints.

In March 1998, the board appointed a committee to investigate the possibility of splitting the district. The committee discovered that one of the legal requirements for splitting the district was that both resulting districts must have an enrollment of at least 8,000 students. Since CISD's enrollment is not large enough, the district could not meet this criterion.

While the "split the district" committee has halted its work, much interest in this topic remains within the district. Because the committee has never reported back to the board, the community continues to wonder about the results and findings of the committee's study.

Many CISD parents are involved in their children's schools, but some told TSPR that they do not feel welcome at school. According to focus groups and interviews, some parents stated that only certain parents, the "in group," are welcome. Others say that their children's school does not welcome *anybody*, and that the screening to become a volunteer is so grueling that it is not worth the effort.

While CISD has initiated several community involvement initiatives, no one employee is responsible for overseeing or managing community and parent participation. Some districts have successfully combined all their community/parental involvement functions under one department

reporting to an ombudsman. This effort has helped improve two-way communications and mend rifts between the district and community. Corpus Christi ISD appointed a district ombudsman, hired a part-time Title I ombudsman to work with Title I parents, and merged the Public Affairs and Parental Involvement departments to better coordinate community relations and involvement efforts and enhance communications with the community.

Recommendation 11:

Create a community involvement office and designate an individual to serve as ombudsman to foster two-way communication with the public and oversee community/parental involvement efforts.

Given the challenges associated with such a large geographical district, CISD should launch a campaign to involve and communicate with the parents and community. For instance, the district should provide the public with regular updates about school construction and expansion projects and how the bond money is being spent. The board also should publicize the findings of committees, such as the "split-the-district" committee so that community members do not continue to wonder about the results.

The district should create a community involvement office by merging the various departments and individuals who currently do this work. From this group, CISD should designate one individual as an ombudsman. The public information officer should supervise the department but continue his current communication responsibilities. The community education coordinator, the after-school day care coordinators, and the ombudsman should report to the public information officer.

The ombudsman position should be filled with an existing staff member from the newly created office. This employee would be responsible for visiting with parents and community members at each campus, listening to their concerns and questions, responding in an accurate and timely manner, and passing along their input to the appropriate individuals in the district.

While campuses can run their own parental involvement programs, there should be some district oversight to ensure that parent involvement is maximized at all schools. The ombudsman also could be a resource for information on successful programs by speaking to principals, identifying successful programs and techniques, facilitating an exchange of successful ideas, and helping schools to implement successful programs, either at the campus or at the district level.

These responsibilities should be built into the position's performance measures. For example, the ombudsman could be held accountable for the number of meetings held at each school, the number of questions and concerns received, and the percent responded to in a timely manner.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board creates a community involvement office, merging the Public Information Office staff with the community education coordinator and after-school day care coordinators.	June 1999
2.	The director of Human Resource Services and the superintendent develop a job description for an ombudsman position.	June 1999
3.	The superintendent appoints an ombudsman from the community involvement office.	July 1999
4.	The board approves the ombudsman position.	July 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

CISD does not distribute a regular newsletter to parents. **Exhibit 1-23** describes the district's current publications. Until the recent trial mass mailing of the *Superintendent's Update*, no information was sent to parents on a regular basis.

**Exhibit 1-23
CISD Publications**

Publication	Description	Audience	Frequency	Per Issue Cost	Annual Cost	Method of Distribution
<i>Green Sheet</i>	Newsletter	Staff	Weekly (38 issues)	\$11.01	\$760.38	District Mail
<i>Superintendent's Update</i>	District activities/ events	Business & Senior Citizens	Quarterly	\$192.	\$768.	U.S. Mail
<i>Superintendent's Newsletter</i>	Subject-based information	Parents & Employees	1 - 2 times each year	\$60.60	\$121.20	District Mail

<i>Superintendent's Update</i> (new version)	Subject-based Information	CISD Patrons	1 trial distribution	\$4555.33	\$4555.33	U.S. Mail
News Releases	District News	Business & Media	Several times each week			

Source: CISD Public Information Office.

Communication is difficult given the size of the district, and parents complained of the lack of communication from the district about significant events and general information. While it is not deliberate, the district lacks print media, and the parents remain frustrated and uninformed. This is compounded by the fact that both the district and parents have to make long distance phone calls just to communicate with one another.

Several school districts publish an annual or semi-annual newsletter to parents and community members. Spring ISD communicates to its constituents through a variety of print media. *Spring Schools* is published and distributed two to three times a year to all addresses, business and residential, in the district. Spring ISD also mails a calendar of events to its parents at the beginning of the school year, which includes dates for board meetings and special events.

Socorro ISD's *Spotlight* bi-monthly publication is mailed to all parents and members of the community in English and Spanish. Parents in Socorro strongly agreed that the district does a good job of communicating with the public through this publication.

Texarkana ISD distributes two publications to the public: *TISD Headliner* and *Focus on Excellence*. The latter is distributed semiannually to the Texarkana community and highlights the educational programs, which the Chamber of Commerce uses to draw new business and residents to the community. *Focus on Excellence* highlights information about the district including:

- mission, philosophy, and goals;
- board member sketch;
- calendar of board meeting times and locations;
- profile of students by grade and per-pupil expenditures;
- financial overview;
- curriculum summary by grade;
- education programs overview;
- technology issues;

- teacher profiles, including turnover and education experience;
- community/parental involvement initiatives.

It is important that publications contain straightforward information about the district; a source of honest communication that highlights good and bad issues.

Recommendation 12:

Produce and distribute a semi-annual newsletter to parents and community members.

The public information officer should solicit input from the community on the type of information they would like to see in the newsletter, and also develop a plan for the newsletter that addresses frequency, length, content, and budget, and strategies for generating revenue from advertisements.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The public information officer solicits input on the type of information parents and community members would like to see in a newsletter.	August 1999
2.	The public information officer sells advertising or finds sponsors for the newsletter.	September 1999
3.	The public information officer distributes the first newsletter.	November 1999

FISCAL IMPACT

This fiscal impact assumes that two newsletters would be distributed each year and that each distribution would cost the district \$4,555 - the cost of the distribution of the *Superintendent's Update* this year. This fiscal impact also assumes the district can find advertisers or sponsors to contribute \$1,000 for each distribution.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Produce and distribute a semi-annual newsletter to parents and community members.	(\$8,110)	(\$8,110)	(\$8,110)	(\$8,110)	(\$8,110)

Chapter 2

EDUCATIONAL SERVICE DELIVERY AND STUDENT PERFORMANCE

This chapter examines CISD's educational delivery system in seven sections:

- A. Curriculum and Instructional Organization
- B. Student Performance
- C. Special Education
- D. Compensatory Education and Title I Programs
- E. Gifted and Talented Education
- F. Career and Technology Education
- G. Instructional Technology

School districts offer educational services to students through a variety of programs. These include regular and special programs designed to provide quality services based on individual student needs. School districts must follow minimum state and federal guidelines when delivering educational services; most districts strive to go beyond the minimum. A district's ability to effectively deliver educational services is affected by a number of factors; two of the most important are the availability and distribution of resources.

BACKGROUND

In 1997-98, CISD enrolled 9,753 students in 16 schools, including two high schools, three middle schools, three intermediate schools, five elementary schools, two primary schools, and one alternative school. In the current school year, student enrollment grew to 10,314. **Exhibit 2-1** lists CISD's campuses and their enrollment during the 1997-98 school year, as well as the grade levels each campus serves. In 1997-98, the district had 1,344 permanent employees, of whom 672 (50 percent) are classroom teachers. The remaining 672 district employees are auxiliary/noninstructional employees (29 percent), teacher aides (10.9 percent), field administrators (2.4 percent), central administrators (0.9 percent), and elementary/secondary counselors, librarians, and other support personnel (6.9 percent). For 1998-99, CISD staff grew to 1,600 district employees, of whom 745 are classroom teachers. For purposes of analysis and review, 1997-98 is the last full year of CISD data available through the Texas Education Agency (TEA). While some 1998-99 CISD data is available, complete 1998-99 data for peer districts, regional and statewide is not available from TEA.

**Exhibit 2-1
CISD Schools and Enrollment
1997-98**

Campus	Grades Served	Enrollment
Smithson Valley HS	9-12	1,533
Canyon HS	9-12	1,101
Spring Branch MS	7	505
Smithson Valley MS	8	503
Canyon MS	7-8	598
Comal Leadership Institute/Discipline Center	7-12	89
New Life Treatment	7-11	32
Mountain Valley Intermediate	5-6	267
Canyon Intermediate	5-6	625
Arlon Seay Intermediate	5-6	680
Mountain Valley Elementary	Early Childhood-4	692
Frazier Elementary	2-4	566
Comal Elementary	Early Childhood-4	456
Bulverde Elementary	3-4	331
Bill Brown Elementary	PreK-4	741
Rahe Primary	Early Childhood-2	533
Goodwin Primary	Early Childhood-1	501
Total		9,753

Source: Texas Education Agency and CISD.

Most of CISD's students are Anglo (79 percent); 19 percent are Hispanic, 1 percent are African American, and slightly less than 1 percent are from other ethnic backgrounds (**Exhibit 2-2**).

**Exhibit 2-2
CISD Ethnicity of Student Population
1997-98**

Ethnicity	Number	Percent
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Anglo	7,721	79.2
Hispanic	1,856	19.0
African-American	117	1.2
Asian/Pacific Islander	47	.5
Native American	12	.1

Source: Texas Education Agency, Academic Excellence Indicator System (AEIS).

For comparative purposes, CISD selected seven "peer" districts with similar characteristics including enrollment, demographic characteristics, and/or economic resources. CISD's peer districts include Judson, Leander, New Braunfels, North East, Pflugerville, San Marcos, and Seguin Independent School Districts (ISDs). (**Exhibit 2-3**)

Exhibit 2-3
District Property Value per Pupil/Percent of Students Passing the TAAS
CISD Versus Peer Districts and the State
1997-98

District Name	1997-98 Enrollment	1997-98 Property Value per Pupil	Rank by Property Value	Percent of Students Passing TAAS	Rank by Performance
Seguin	7,327	\$135,250	8	70.9%	8
Judson	15,828	\$139,005	7	79.1%	6
Pflugerville	11,566	\$162,243	6	83.1%	3
San Marcos	6,939	\$178,790	5	77.2%	7
New Braunfels	5,831	\$179,412	4	83.4%	2
Leander	10,669	\$221,983	3	84.9%	1
North East	46,500	\$233,810	2	83.0%	4
Comal	9,753	\$254,246	1	82.7%	5
Region 13		\$245,479		73.6%	
State of		\$182,154		77.7%	

Texas					
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Source: Academic Excellence Indicator System, 1997-98; Texas Education Agency.

Exhibit 2-4
Total Operating Expenditures per Student (Budgeted)
CISD vs. Peer Districts
1997-98

District	Expenditures Per Student
North East	\$5,295
Comal	\$5,004
Seguin	\$4,927
San Marcos	\$4,792
Judson	\$4,742
New Braunfels	\$4,706
Leander	\$4,498
Pflugerville	\$4,138

Source: Texas Education Agency, AEIS.

In 1997-98, CISD had the second-highest budgeted operating expenditures per student among its peer districts (**Exhibit 2-4**).

Chapter 2

EDUCATIONAL SERVICE DELIVERY AND STUDENT PERFORMANCE

A. CURRICULUM AND INSTRUCTIONAL ORGANIZATION

A high-quality educational program starts with a high-quality curriculum, which spells out what students are to learn at each grade level. In education, curriculum includes long- and short-term goals; a description of the instructional strategies; suggestions for instructional materials, textbooks and supplementary materials; and assessments used to measure progress toward learning the content. Basically, curriculum is a description of what to teach and how to teach it.

FINDING

CISD recognizes that it is not effectively monitoring and improving its curriculum. The district tried to rectify this situation by hiring two curriculum coordinators in 1996-97, one at the elementary level and one at the secondary level. They are not, however, receiving adequate technical assistance and support. The coordinators said they did not have a curriculum plan that shows the number and order of the curriculum guides that should be completed each year, and in some cases these individuals are being pulled away from their primary duties to perform other tasks. For example, the secondary curriculum coordinator spends about half of her time receiving, verifying, and distributing textbooks to schools and the storage facility. Textbook processing often is a warehouse function. In most school districts, a textbook coordinator is responsible for distributing and collecting textbooks, recovering the cost of lost textbooks from parents, and storing textbooks that are not in use. Comal ISD named a textbook coordinator from Maintenance and Operations, who will assume these duties fully by August 1999. This should allow the secondary curriculum coordinator to return to her primary duties.

CISD lacks curriculum guides, which serve as work plans for classroom teachers, in some academic subjects. Since the release of the Texas Essential Knowledge and Skills (TEKS) in 1997, CISD began a curriculum alignment project to align what is taught in the courses with TEKS and TAAS. In addition, while CISD's curriculum is based on the state's TEKS, its scope and sequence (which basically is a description of what to teach and how to teach it) is not complete. According to district management, this is a result of time and budgetary constraints. Of 202 non-elective secondary courses, 25 have updated guides that are aligned

with the Texas Essential Knowledge and Skills; another 13 are scheduled for alignment during the summer of 1999.

Forty-nine percent of teachers and campus administrators responding to a TSPR survey disagreed or strongly disagreed that the district curriculum is coordinated among schools. Thirty-eight percent disagreed or strongly disagreed that student performance standards are consistent across schools (Exhibit 2-5).

Exhibit 2-5
Teachers and Campus Administrators Percent of Responses to Two
Survey Questions
Related to Alignment of Curriculum and Performance Standards

Question	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response/ Not Applicable
CISD's curriculum is coordinated among all schools.	4%	23%	21%	39%	10%	4%
Student performance standards are consistent across all schools.	4%	28%	26%	31%	7%	6%

Source: Texas School Performance Review.

Reading instruction is of particular concern in CISD. CISD's goal is to have a balanced approach to reading instruction; the district is participating in various training opportunities that focus on the Governor's Reading Initiative. Due to its strong site-based philosophy, however, CISD has not applied this approach consistently throughout the district.

Math curricula also vary from school to school, with some focusing on operations such as addition, subtraction and multiplication, while others emphasize problem-solving, such as finding solutions in word problems. Several schools purchase reading or math materials from their own school budgets because they are not satisfied with the district's adopted math textbook; however, in 1999-2000, a new math textbook will be in place

and campuses will be able to use their budget to supplement rather than replace the district-adopted textbook.

In 1996, CISD purchased a Pre-Kindergarten through Grade 12 curriculum developed by Texas teachers under the leadership of the Texas Association for Supervision and Curriculum Development. This curriculum, "ABCD 2000," is based on TEKS and is aligned with TAAS objectives and national standards. The curriculum contains lesson objectives, activities, real-world and interdisciplinary connections, and assessments. In December 1998, CISD customized ABCD 2000 to include CISD's scope and sequence; however, not all campuses are using ABCD 2000 and not all campuses have personnel trained in its use. The curriculum coordinators reported difficulties in getting teachers to participate in the curriculum alignment project and felt that lack of time and extra pay for teachers were important issues.

Recommendation 13:

Develop and implement a long-range strategic plan to complete the curriculum alignment throughout the district and institute a formal curriculum review cycle.

CISD should design and implement a curriculum policy that includes a statement of philosophy, a curriculum development plan, curriculum monitoring requirements, guidelines for teacher training, a curriculum review cycle, and the use of test data to improve instruction and curriculum design.

The district also should develop and maintain a complete CISD curriculum scope and sequence chart supported by written curriculum guides. This should include TEKS objectives, curriculum objectives, and national standards. Other Texas districts such as Corpus Christi and Houston have completed this process and can provide information and assistance to the CISD committee.

Since state and federal guidelines are likely to change, this process will be ongoing.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Curriculum and Instruction establishes a curriculum committee consisting of the two curriculum coordinators, principals, and teachers.	July 1999
2.	The curriculum committee develops a long-range plan for curriculum development and revision including a four to six year	July 1999

	revision cycle, a uniform format, and evaluation procedures to determine curriculum effectiveness.	
3.	The curriculum committee develops a comprehensive matrix for one or two curriculum areas, including a scope and sequence chart showing the major curricular emphasis grade by grade and subject by subject with a schedule for addressing all K-12 curriculum areas.	August 1999
4.	Staff members, including teachers and administrators, review all CISD course offerings to determine which guides should be revised and which should be developed and establishes a timeline for completion of all grades.	October 1999
5.	Staff selects curriculum writing teams comprised of two teachers and one administrator and arranges for training in curriculum alignment, writing skills, and other information relevant to a guide-writing project.	November 1999
6.	The curriculum writing teams develop or revise guides according to the timetable for guide completion.	November 1999
7.	District teachers field-test the initial guide writing project and provide feedback to the curriculum writing teams.	January 2000
8.	The teams modify the guide-writing process based on such feedback.	February 2000

FISCAL IMPACT

CISD lacks 164 curriculum guides for its non-elective secondary courses. Guides for these courses should be developed within the next year, one-half during the summer and one-half during the next school year.

The district will need two teachers per guide for one week. Teachers who work during the summer will be paid a stipend of \$172 per day (\$31,786 average teacher salary/185 days = \$172 per day); the total cost would be \$141,040 (164 guides/2=82 guides x 2 teachers per guide = 164 teachers x 5 days per guide x \$172 per teacher per day). The development of the remaining guides during the next school year will cost \$45,100 (164 guides/2 = 82 guides x 2 teachers per guide = 164 teachers x 5 days per guide x \$55 teacher substitutes).

In addition, two curriculum consultants will be needed to assist the teachers in the development of the curriculum guides, at a cost of \$200 per day for five days each, for a total cost of \$2,000 (2 consultants x \$200 per day x 5 days = \$2,000).

The total cost to develop 164 curriculum guides is \$188,140 (\$141,040 + \$45,100 + \$2,000).

Teachers and administrators should be trained on the new curriculum. The training could be accomplished with existing resources.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Develop a long-range strategic plan to complete curriculum alignment throughout the district.	(\$188,140)	\$0	\$0	\$0	\$0

FINDING

Many CISD principals feel their schools are working independently in terms of curriculum. Not all schools use the same curricular material, including textbooks and supplementary material. This makes it impossible to have a consistent curriculum and instructional standards. A curriculum audit is a tool to determine deficiencies in the delivery of instructional programs and allocation of resources, including funding and personnel. It also determines whether a district is consistent in its program development and implementation. The district has not performed a curriculum audit and the district has not fully documented its curriculum.

The curriculum of a quality school district has three crucial parts: (1) written curriculum guides that clearly define and communicate the standards that all students must achieve; (2) a taught curriculum, commonly called instruction; and (3) a tested curriculum that includes state, district, and classroom tests. When these parts work together, a school district can track and improve student's learning. For the written, taught and tested curriculum to be strong the curriculum must be defined in policy, guided by written procedures, supported and monitored by district leadership, and reinforced by classroom teaching throughout the district.

The Texas Association of School Administrators (TASA) offers a host of programs designed to meet the needs of school administrators. TASA includes a group called the Texas Curriculum Management Audit Center (TCMAC). TCMAC conducts workshops to teach school administrators about curriculum audits and conducts curriculum management audits of Texas school districts.

Recommendation 14:

Conduct a curriculum audit to direct curriculum management and ensure quality control now and in the future.

There are a number of groups and organizations that conduct curriculum management audits. CISD should contact these organizations to determine the program that best meets its needs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent and assistant superintendent of Curriculum and Instruction contact various organizations and groups that conduct curriculum management audits and selects the appropriate group.	June - July 1999
2.	The assistant superintendent of Curriculum and Instruction develops a timeline for the completion of a curriculum audit.	July - October 1999
3.	The assistant superintendent of Curriculum and Instruction oversees the audit process.	January -May 2000
4.	The curriculum committee drafts policies related to curriculum based on the recommendations of the audit.	June 2000
5.	The board reviews and adopts the new curriculum policies.	September 2000
6.	The assistant superintendent of Curriculum and Instruction and the two curriculum coordinators oversee the implementation of the new curriculum policies and other recommendations of the audit.	October 2000- Ongoing

FISCAL IMPACT

The review team obtained information from the Texas Association of School Administrators (TASA) that indicates that a typical curriculum audit for a district with the enrollment size of Comal is estimated to cost \$22,000. Costs among groups and organizations are anticipated to be similar.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Conduct a curriculum audit.	(\$22,000)	\$0	\$0	\$0	\$0

Chapter 2

EDUCATIONAL SERVICE DELIVERY AND STUDENT PERFORMANCE

B. STUDENT PERFORMANCE

School districts use student performance measures to determine which of their educational programs are successful and which need improvement or modification. Student performance is measured in many ways including state accountability exams, national tests, and teacher-made tests.

In Texas, student performance is measured by the mandatory Texas Assessment of Academic Skills (TAAS), the Enhanced Test of the American College Testing Program (ACT), the Scholastic Aptitude Test (SAT), and others. Like all Texas districts, CISD is required to publish an annual report describing its educational performance as measured by the state's Academic Excellence Indicator System (AEIS). AEIS indicators include student attendance, dropout rate, percent of students taking advanced placement exams, percent of graduates completing the Recommended High School Program, and the cumulative percentage of students passing all parts of the TAAS exit-level exam. Based on this information, districts and schools are rated exemplary, recognized, academically acceptable, or academically unacceptable. In 1997-98, CISD had seven recognized schools and nine schools with a rating of acceptable (**Exhibit 2-6**).

Exhibit 2-6
Accountability Ratings of CISD Schools
1997-98

Campus	Rating
Smithson Valley HS	acceptable
Canyon HS	acceptable
Spring Branch MS	recognized
Smithson Valley MS	acceptable
Canyon MS	acceptable
Comal Leadership Institute/Discipline Center	AE: acceptable*
Mountain Valley Intermediate	recognized
Canyon Intermediate	recognized

Arlon Seay Intermediate	recognized
Mountain Valley Elementary	acceptable
Frazier Elementary	acceptable
Comal Elementary	recognized
Bulverde Elementary	recognized
Bill Brown Elementary	acceptable
Rahe Primary	recognized
Goodwin Primary	acceptable

Source: Texas Education Agency, AEIS.

**This campus is an alternative education campus. As of 1994, campuses organized as alternative education schools could choose to be evaluated under different indicators than regular schools, but were not rated. Starting in 1997, schools that choose to be part of the alternative accountability system are rated either as AE: Acceptable or AE: Needing Peer Review.*

FINDING

Exhibit 2-7 compares the percentage of students in CISD and Texas as a whole that passed the TAAS reading, mathematics, and writing tests, and all tests combined, from 1996 to 1998. The district was above the state average every year in all subjects except writing. In 1998, more than 90 percent of CISD's students passed the TAAS reading test. In addition, four of CISD's schools have been acknowledged for TAAS reading scores: Comal Elementary, Canyon Intermediate, Mountain Valley Intermediate, and Arlon Seay Intermediate.

Exhibit 2-7
Percentage Passing Texas Assessment of Academic Skills
Reading, Mathematics, Writing, and All Tests
CISD versus Texas
1996-1998

Year	Reading	Mathematics	Writing	All Tests
------	---------	-------------	---------	-----------

	CISD	TX	CISD	TX	CISD	TX	CISD	TX
1996	88.3	80.4	79.7	74.2	81.8	82.9	73.2	67.1
1997	89.4	84.0	85.1	80.1	87.0	85.3	79.1	73.2
1998	92.1	87.1	88.4	84.3	87.2	87.4	82.7	77.7

Source: Texas Education Agency, AEIS.

CISD has several strategies for improving student performance that other districts should consider. CISD allocates the majority of its compensatory education and Title I (a federally funded program that targets students who are low-income) budget to remedial reading. Several new reading programs have been implemented in the district, including remedial programs. The district uses the Accelerated Reader program, Renaissance Reading, and an Essential Learning Systems lab (Creative Education Institute, 1987). In addition, some schools in the district use "benchmark" testing, which begins with an assessment that measures what a student or group of students has or has not mastered. Then, at specified time periods, the school gives follow-up assessments. Frazier Elementary has developed a TAAS calendar that provides timelines and requirements for benchmark assessment on TAAS objectives at the end of every nine-week reporting period. Individual students' results are reviewed and meetings are held to determine additional support necessary from Title I and other support teachers.

COMMENDATION

CISD uses several effective strategies to improve its reading scores.

FINDING

While CISD does well on the TAAS overall, it does not use data systematically for planning or developing a long-range instructional strategy. Except for information routinely provided in TEA's AEIS report, CISD does not examine its achievement data by subpopulation, cohort (a group of students who stay together as they progress through school), gender, or compare it to peer district information. While CISD's overall scores on the TAAS are high, the district does not sufficiently analyze its test data, preventing it from identifying and responding effectively to the specific instructional needs of subpopulations of students.

The district's curriculum coordinators have made an effort to analyze student achievement data, but are hampered by a lack of support software. Consequently, they analyze data by hand, which is very time-consuming and difficult to disseminate to principals. The district has no software or

training to support the analysis and interpretation of achievement data. Indications show that the academic achievement of students in CISD is neither as high as that of its peer districts nor consistent within the district.

In 1997-98, CISD's TAAS passing rate was fifth-highest in all tests, third-highest in reading, second-highest in mathematics, and sixth-highest in writing among its peer districts (**Exhibit 2-8**).

Exhibit 2-8
Percentage Passing TAAS Reading, Mathematics,
Writing, and All Tests
CISD Versus Peer Districts
1997-98

District	Reading	Mathematics	Writing	All Tests
Leander	92.7	89.3	93.4	84.9
New Braunfels	91.2	87.7	91.7	83.4
Pflugerville	91.6	87.3	93.7	83.1
North East	92.2	86.7	93.0	83.0
Comal	92.1	88.4	87.2	82.7
Judson	89.0	84.3	90.1	79.1
San Marcos	86.6	85.0	86.3	77.2
Seguin	82.8	79.7	79.7	70.9

Source: Texas Education Agency, AEIS.

Although the district's math scores have improved consistently over the past four years, its math passing rate at grades 3 and 10 are substantially lower for females than males. At grade 10, a fourth of CISD's females do not pass the TAAS; the gap between the passing rates for males and females is 12 percent. Among its peers, CISD females have the second-lowest TAAS math passing rates (San Marcos ISD is lowest) and the third-largest gap between male and female passing rates at grade 10 (**Exhibit 2-9**).

Exhibit 2-9
TAAS Math Passing Rates by Grade Level for CISD and Peers
Males versus Females
1997-98

District	Grade 3	Grade 4	Grade 5	Grade 6	Grade 7	Grade 8	Grade 10
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	M	F	M	F	M	F	M	F	M	F	M	F	M	F
Pflugerville	83.4	80.1	89.0	91.6	93.6	88.1	85.1	86.1	90.7	89.2	90.1	89.3	89.1	84.1
Seguin	74.0	65.8	79.3	78.3	83.3	78.0	84.1	81.8	85.3	85.6	84.1	84.0	80.9	82.4
New Braunfels	89.7	83.4	95.0	86.1	92.5	93.4	90.0	96.7	85.2	85.1	87.5	87.0	79.5	79.8
Leander	87.7	82.5	88.7	89.7	90.6	91.5	90.2	93.6	91.7	91.7	87.8	91.4	91.9	79.2
North East	85.1	81.5	90.0	89.0	93.0	92.5	85.3	86.8	88.1	86.3	88.1	87.2	84.2	77.5
Judson	84.1	76.8	87.5	85.3	91.7	90.7	82.1	84.5	85.2	82.9	82.8	84.6	87.8	74.9
Comal	84.1	79.7	89.7	87.1	91.9	92.1	94.5	95.1	90.9	92.1	87.5	88.2	86.4	74.4
San Marcos	86.1	80.7	91.5	94.6	85.8	87.8	88.8	90.7	90.7	86.6	86.3	75.3	73.0	68.1

Source: Texas Education Agency, AEIS.

CISD females' math passing rates at grade 10 are lower than those for females across the state; the gap between male and female passing rates also is larger than the state's (Exhibit 2-10).

Exhibit 2-10
TAAS Math Passing Rates by Grade Level, CISD Versus Texas
Males and Females
1997-98

Grade	CISD		Texas	
	Male	Female	Male	Female
3	84.1	79.7	81.8	80.3
4	89.7	87.1	86.6	86.0
5	91.9	92.1	89.3	89.9
6	94.5	95.1	85.1	87.1
7	90.9	92.1	83.5	83.9
8	87.5	88.2	83.3	84.3
10	86.4	74.4	81.1	75.9

Source: Texas Education Agency, AEIS.

Today's workplace demands basic math skills even for entry-level positions. In addition, the central Texas area has a strong job market in computer sciences, engineering, and other technical fields. Females in CISD do not appear to be obtaining the skills needed to compete successfully in this job market.

District administrators do not analyze the performance of subpopulation groups such as economically disadvantaged students. TAAS scores for these students reflect their poor performance in math and reading. Because CISD is not analyzing this group separately, improvement in scores is not occurring. Nine CISD schools, including the Comal Leadership Institute (CLI), have more than 25 percent of their students identified as economically disadvantaged (**Exhibit 2-11**). Since each school's individual accountability rating in the AEIS system depends in part on how well this subpopulation of students performs, analysis and comparisons within the district could be very helpful.

Exhibit 2-11
Percent of Economically Disadvantaged Students by Campus, Rank-Ordered 1997-98

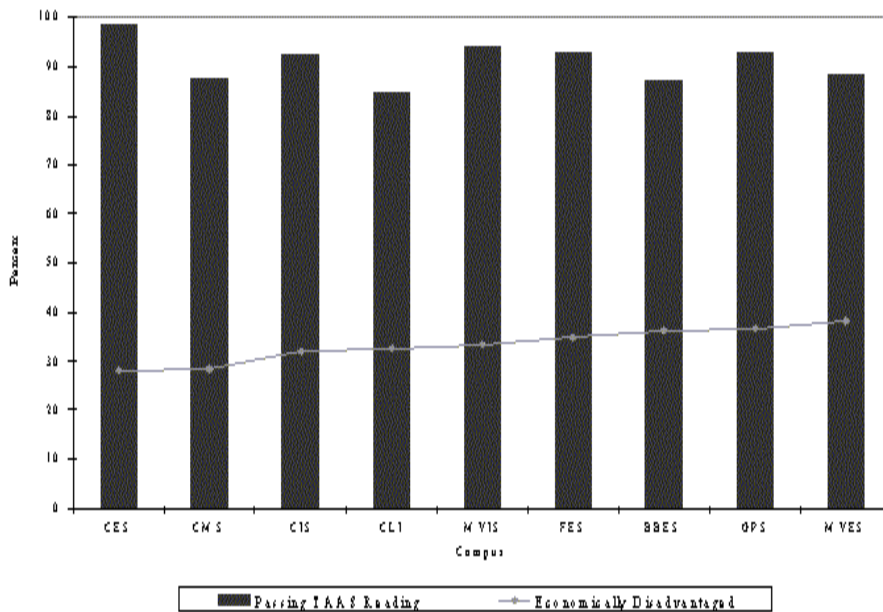
Campus	Percent of Economically Disadvantaged Students
Bulverde Elementary	15.1%
Rahe Primary	16.9%
Smithson Valley HS	17.0%
Canyon HS	22.0%
Arlon Seay Intermediate	22.1%
Spring Branch MS	22.2%
Smithson Valley MS	22.7%
Comal Elementary	28.1%
Canyon MS	28.3%
Canyon Intermediate	31.8%
Comal Leadership Institute/Discipline Center	32.6%
Mountain Valley Intermediate	33.3%
Frazier Elementary	34.8%

Bill Brown Elementary	36.2%
Goodwin Primary	36.7%
Mountain Valley Elementary	38.2%

Source: Texas Education Agency, AEIS.

Of the nine CISD schools in which more than a fourth of the population is economically disadvantaged, five have overall passing rates in reading at or above 90 percent; four of the nine are below 90 percent. In math, three of the nine schools have passing rates at or above 90 percent while six of the nine are below 90 percent, including three with overall math scores below 80 percent (**Exhibits 2-12 and 2-13**). The gap between the highest and lowest percentages of students passing the reading and math TAAS in these nine schools is about 13 percent and 23 percent, respectively.

Exhibit 2-12
Percent of Students Passing TAAS Reading and Percent of Economically Disadvantaged Students for Selected CISD Campuses 1997-98

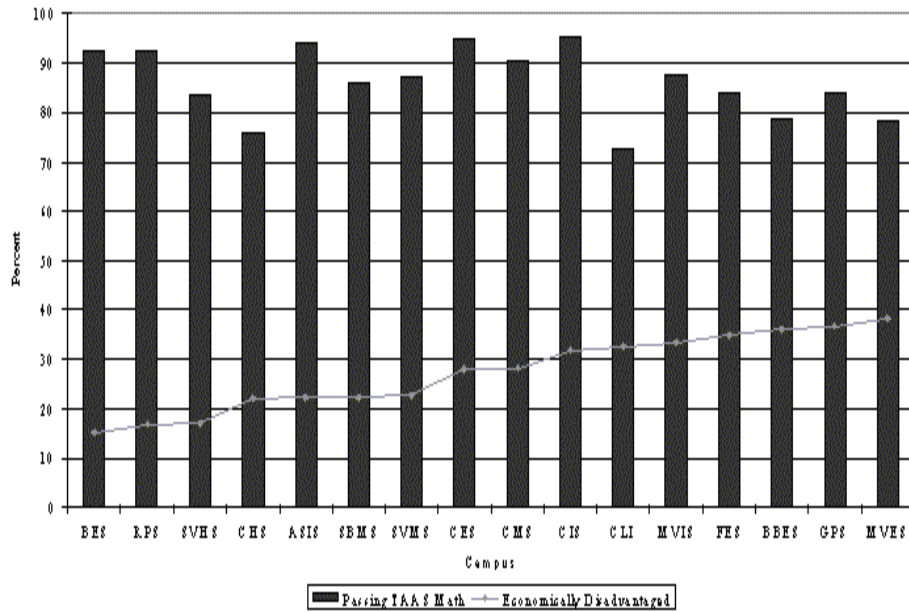


Source: Texas Education Agency.

CES=Comal Elementary School; CMS=Canyon Middle School; CIS=Canyon Intermediate School; CLI=Comal Leadership Institute/ Disciplinary Center; MVIS=Mountain Valley Intermediate School; FES=Frazier Elementary School; BBES=Bill Brown Elementary School;

GPS=Goodwin Primary School; MVES=Mountain Valley Elementary School.

**Exhibit 2-13
Percent of Students Passing TAAS Math and Percent of Economically Disadvantaged for Selected CISD Campuses
1997-98**



Source: Texas Education Agency.

BES=Bulverde Elementary School; RPS=Rahe Primary School; SVHS=Smithson Valley High School; CHS=Canyon High School; ASIS=Arlon Seay Intermediate School; SBMS=Spring Branch Middle School; SVMS=Smithson Valley Middle School, CES=Comal Elementary School; CMS=Canyon Middle School; CIS=Canyon Intermediate School; CLI=Comal Leadership Institute/ Disciplinary Center; MVIS=Mountain Valley Intermediate School; FES=Frazier Elementary School; BBES=Bill Brown Elementary School; GPS=Goodwin Primary School; MVES=Mountain Valley Elementary School.

The need for thoughtful data analysis also is evident in CISD's scores on the Metropolitan Achievement Test, Seventh Edition (MAT-7), a nationally standardized test. Scores on the MAT-7 are an excellent source of information because they allow the district to compare its students' achievement to those of other students across the nation. Comal's MAT-7 data for many groups of students indicate that overall achievement is improving; but two cohorts had MAT-7 scores that declined over time in most areas (**Exhibit 2-14**). Cohort A consisted of a group of students in grade 5 in 1996 and followed them through grade 7 in 1998. Cohort B

consisted of students in grade 6 in 1996 and followed them through grade 8 in 1998. In both situations, students' achievement in grades 5-8 and 6-9 declined in language and reading comprehension, at a time when the district's overall passing rates on TAAS reading were improving. In addition, Cohort A's achievement dropped in math. CISD's elementary curriculum coordinator is beginning to examine the MAT-7 data, but lacks technical support and computer software.

Exhibit 2-14
MAT-7 Cohort Summary
1996-98

Cohort	Language			Reading Comprehension			Math		
	1996	1997	1998	1996	1997	1998	1996	1997	1998
A (grades 5-7)	58	60	52	62	66	59	73	67	68
B (grades 6-8)	57	61	53	69	61	66	68	77	72

Source: CISD, Elementary Curriculum Co-ordinator, 1998.

Many districts acquire a meaningful analysis of its student performance data, including access to technical support and software, by tapping the knowledge of the Educational Productivity Council. The council is operated through the University of Texas' Department of Educational Administration, and about 60 Texas school districts participate in the council's efforts, including Houston, San Antonio, Austin, and Killeen.

The council has three major objectives: to provide research designed to foster high performance standards and professional accountability; to close the gap between low-achieving students, particularly those from poor, minority, and migratory families, and their fellow students; and to develop performance management systems. The council uses past and present test scores to assess student academic growth; classroom, campus, program, and district performance; the effectiveness of organizational and instructional strategies, curricula, and programs; and the effects of instructional change. Another group with similar goals is "Just For the Kids." Again, by using test data, "Just For the Kids" seeks to assist districts to identify strengths and target the system's weaknesses in the program. Only then will continual improvement be possible.

Recommendation 15:

Disaggregate and analyze test scores of student subpopulations and use this information to set goals for improving student performance in the district and on each campus.

Explore the possibility of using the Educational Productivity Council (EPC), "Just For the Kids", or another organization to help the district analyze test scores. Once the scores are disaggregated, the district and each campus can develop strategies for improving those scores.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent and assistant superintendent of Curriculum and Instruction contact various programs and identify the program that best meets the needs of the district.	June 1999
2.	The board authorizes the administration to begin using the program.	July 1999
3.	The campus planning team, the assistant superintendent for Curriculum and Instruction, and the curriculum coordinators review the data and begin the process of adjusting the curriculum to address the needs of the student subpopulations.	August 1999
4.	The school board requires the district and campus improvement plans to include goals for improving performance of student subpopulations.	January 2000

FISCAL IMPACT

Membership in the Educational Productivity Council would cost \$200 per campus for 15 campuses (excluding the CLI and New Life Treatment Center). "Just For the Kids" provides some services at no cost to participating districts. To be conservative, a cost of \$3,000 is estimated for this service.

The district should hire a consultant to provide two days of training in data analysis and planning for improvement. This staff training would cost \$300 per day, or \$600 for two days.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Disaggregate and analyze test scores of student subpopulations and use this information to set goals for improving student performance in the district and on each campus.	(\$3,600)	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)

FINDING

The Academic Excellence Indicator System (AEIS) contains data on six permit types. These types of permits are described in **Exhibit 2-15**. Permits are temporary teaching certificates issued by the superintendent if he or she cannot secure an appropriately certified and qualified candidate for a vacant position. As is the case in many high-growth districts, in 1997-98, CISD had a higher share of its teachers on permit than the state average and was higher than all but one of its peer districts. Seguin ISD has the same percent of teachers on permit (**Exhibit 2-16**.)

**Exhibit 2-15
Certification Types**

Permit Type	Description
Emergency (for certified personnel)	A permit activated for an individual who is certified, but not in the area for which the permit is activated. The permit is valid for the remainder of the year only in the district for the requested assignment. The individual may not exceed three years in the same assignment.
Emergency (for uncertified personnel)	A permit activated for an individual who is not a certified teacher but has passed a competency examination for admission to a teacher education program and the Texas Examination of Current Administrators and Teachers (TECAT) or its equivalent. The permit is renewable only if the individual completes a minimum of six semester hours toward the target certificate.
Nonrenewable	A permit activated for an individual who has completed all requirements of a Texas university certification program Texas Academic Skills Program (TASP), the Examination for the Certification of Educators in Texas (ExCET) or the Texas Oral Proficiency Test (TOPT), or an individual who holds a Texas teacher certificate but has not completed the TECAT or its equivalent, or has a temporary certificate and has passed the content specialization portion of the ExCET, but not the professional development portion of the exam. The permit expires in 12 months.
Temporary Classroom Assignment	A special type of emergency permit for certified personnel, usually teaching one or more classes at the secondary level not covered by a current certificate; the holder may be elementary-certified, provided the assignment is for grades 7 or 8.
District Teaching	A permit intended for unique highly qualified persons. The district must submit documentation to the commissioner of Education regarding the person's academic qualification and

	work experiences; the commissioner approves or denies the permit. The individual must not have been on emergency permit, must not be certified in another state or in Texas, and must not have been sanctioned or denied a teaching certificate. This permit type is only valid in a single district and good for an unlimited time.
Temporary Exemption	A permit valid for one year only activated for a certified, degreed person who was employed by the district in the previous school year, but whose previous assignment no longer exists due to fluctuations in enrollment or course offerings.

Source: State Board for Educator Certification, SBEC.

**Exhibit 2-16
Number of Teachers on Permit for CISD, Peer Districts, and Texas
1997-98**

Permit Type	Comal	Seguin	Texas	New Braunfels	Judson	Leander	San Marcos	North East	Pflugerville
Emergency (for certified personnel)	10	4	3,150	4	8	1	3	8	0
Emergency (for uncertified personnel)	7	10	4,574	4	7	4	1	11	1
Nonrenewable	7	6	1,695	0	0	2	2	7	3
Temporary Classroom Assignment	3	2	838	2	3	1	0	2	0
District Teaching	0	0	188	0	2	2	0	0	0
Temporary Exemption	0	0	67	0	0	0	0	0	0
TOTAL	27	22	10,512	10	20	10	6	28	4
Percent of Total	4.0%	4.0%	3.5%	2.6%	1.9%	1.5%	1.3%	0.9%	0.6%

Teaching Staff									
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Source: Texas Education Agency, AEIS.

Permit teachers may be warranted when certified teachers cannot be found to teach a specialized course or when the area such as special education or bilingual education faces a general lack of certified personnel. In all, however, CISD has a significant number of teachers on permit, and the courses it offers students do not appear to be so highly specialized as to warrant this situation. In 1998-99, CISD has 23 individuals on permit, not including teachers from other states who are on Probationary Certificates and two individuals on temporary mid-management permits. **Exhibit 2-17** examines the roles of these 23 individuals. Director of Personnel

Exhibit 2-17
Subjects Taught by the Teachers on Permit in CISD
1998-99

Subject	Number
Math	1
Instructional Aide	1
Kindergarten	1
Special Education	7
Law Enforcement	1
Reading	1
English	1
Counselor	2
Computer Literacy	1
Supervisor	1
Assistant Principal	1
Elementary	1
Biology	2
Science	1
Instructional Coordinator	1

Source: CISD, Director of Personnel.

The quality of the teaching staff has an obvious effect on student performance. The State Board for Educator Certification (SBEC) was created by the 1995 Legislature to provide standards for the education profession. The board is responsible for ensuring that Texas' teachers are qualified and professionally prepared to serve in the school system. Texas recognizes three classes of teacher certification: provisional, professional, and temporary. The provisional certificate is permanent and valid for life unless canceled by lawful authority. The professional certificate represents preparation and experience going beyond the requirements for a provisional certificate; it, too is permanent and valid for life. A temporary certificate is not permanent, and the certificate specifies the period of validity.

Under the Texas Education Code, the State Board for Education Certification (SBEC) proposes rules that specify what a superintendent must follow when hiring a teacher who is placed on an emergency permit. The superintendent must document the district's efforts to secure a fully certified candidate, provide the permit teacher with a mentor unless that teacher is a degreed certified teacher on permit status with one or more years of experience, and advise the permit teacher of SEC rules about permits and permit renewal.

Recommendation 16:

Prepare a plan to reduce the number of teachers on permit, and set realistic goals for reducing the percent of non-certified teachers in CISD to the statewide average in the next two years.

By first examining the trends and reasons for hiring non-certified teachers, the district should be able to develop a plan to target specific problem areas. Setting goals and regularly monitoring progress will allow the district to make adjustments to the plan based on successes or failures in one or more of the proposed strategies.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent, the assistant superintendent of Curriculum and Instruction, and the director of Human Resource Services meet to prepare a plan to reduce the number of non-certified teachers by examining the trends and reasons for past hires.	June 1999
2.	The director of Human Resource Services ensures that the plan contains a list of the subject areas in the district where a non-certified teacher is necessary.	June 1999
3.	The superintendent, the assistant superintendent of Curriculum and Instruction, and the director of Human Resource Services identify the	July 1999

statewide average for the percent of non-certified teachers and set goals that parallel those averages. The goals should be part of the plan.	
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FISCAL IMPACT

This recommendation could be implemented with existing resources.

Chapter 2

EDUCATIONAL SERVICE DELIVERY AND STUDENT PERFORMANCE

C. SPECIAL EDUCATION

Services for special education students are federally mandated and must meet specific state and federal guidelines. The most comprehensive federal law governing special education is the Individuals with Disabilities Education Act (IDEA) and Section 504 of the federal Rehabilitation Act of 1973. These federal laws require all public school districts that receive federal funds to establish central and campus processes to identify students with learning disabilities or special learning needs so that accommodations can be made to assist them. This includes students in special education and students with attention deficit and or hyperactivity disorder, among others, and it includes accommodations such as additional instruction in a particular subject through a resource teacher, additional time to complete assignments, and oral exams versus written exams. In order to meet the requirements of IDEA, school districts complete the sequence of steps listed in **Exhibit 2-18**.

Exhibit 2-18 **Steps Needed to Meet IDEA Requirements**

- | |
|---|
| <p>1. Prereferral intervention in regular education. When a student experiences academic problems in regular education, the district should intervene and remediate his or her academic problems. Prereferral interventions can be conducted by individual teachers or by committees or teams charged with the responsibility of developing remedial strategies. If the strategies initiated in regular education do not improve achievement, the regular education teacher refers the student to special education.</p> |
| <p>2. Referral to special education for evaluation. Referring a student to special education calls for an official, written request supported by documentation. Teachers, counselors, parents, administrators and even the student him/herself can initiate a referral. The referral information must include an explanation of the steps that have been taken in regular education to remediate the student's problem prior to the referral.</p> |
| <p>3. Comprehensive nondiscriminatory evaluation. Once a student has been referred, the district must provide a comprehensive, nondiscriminatory evaluation, commonly called an assessment, within a prescribed amount of time.</p> |
| <p>4. Initial placement through a committee meeting. After the evaluation is</p> |

complete, a committee meets to discuss the results of the evaluation, decide if the student qualifies for special education services in one of 13 federal special education categories, and, if so, write a plan for educating the student. In Texas, the committee is commonly called an ARD (Admission, Review, and Dismissal) committee; according to federal guidelines, parents must be included as active participants in the ARD process.

5. Provision of educational services and supports according to a written Individualized Education Plan (IEP). The IEP developed by the ARD committee includes information about which classes the student will take, how much time he or she will spend in regular education, the type of service-delivery model, related services like speech therapy or counseling, mode of transportation, and several other considerations required by state and federal law.

6. Annual program review. Each year, after a student's initial qualification and placement, the ARD committee conducts a review to ensure the student is receiving an appropriate program. In this annual ARD meeting, the results of any evaluations are discussed, progress is reviewed, goals are rewritten, decisions are made regarding placement and programming, and a new IEP is produced.

7. Three-year reevaluation. Every three years, the student may again receive a comprehensive individual assessment. Another ARD meeting is held to discuss the results of the reevaluation and determine if the student still qualifies for special education. Again, a complete IEP is written and plans are made for its implementation.

8. Dismissal from the special education program. If and when a student no longer meets special education eligibility criteria, he or she is dismissed from special education. The ARD committee must make this decision.

Source: Public Law 101-15, the 1997 amendments to the Individuals with Disabilities Education Act.

At every stage of the special education process and throughout a student's tenure in special education, the district must follow state and federal guidelines. If disagreements or objections arise related to evaluation, placement, or service delivery, students and their families have the right to due process. School districts do not have the burden of demonstrating that their special education services are the best possible; however, the education provided must meet the individual needs of each student. Special education is an important issue in any school district because its costs are high. While the federal government requires specific special education services, its share of the funding for special education is usually less than 10 percent, with the rest paid from state and local funds.

In 1997-98, CISD identified and served 1,482 special education students. This represented 15.2 percent of the district's student population. This

share is higher than the state average of 12 percent; however, three of CISD's peer districts have an even higher percentage of their students in special education (**Exhibit 2-19**).

Exhibit 2-19
Percent of Students Served in Special Education
CISD and Peer Districts
1997-98

District	Percent
North East	16.9
San Marcos	16.2
Judson	16.2
Comal	15.2
Seguin	14.4
New Braunfels	12.5
Texas	12.0
Pflugerville	11.5
Leander	11.3

Source: Texas Education Agency, AEIS.

Exhibit 2-20 presents the number of students in 13 federal categories of special education for CISD and Texas as a whole.

Exhibit 2-20
Number and Percent of Special Education Students by Type of
Disability
CISD Versus Texas
1997-98

Type of Disability	Comal		Texas	
	Number	Percent	Number	Percent
Learning Disability	885	60	226,350	56
Speech Impairments	292	20	92,884	20
Emotional Disturbance	124	8	35,707	7
Other Health Impaired	94	6	31,220	7

Mental Retardation	44	3	25,563	5
Orthopedic Impairments	20	1	5,556	1
Multiple Disabilities	14	1	4,625	1
Hearing Impairments	11	1	2,177	<1
Autism	6	<1	4,230	<1
Visually Impaired	*	<1	2,740	<1
Traumatic Brain Injury	*	<1	893	<1
Non-Categorical Early Childhood	0	<1	1,568	<1
Deaf-Blindness	0	<1	74	<1

Source: CISD Special Education Department and Texas Education Agency.

** The number of incidents are between 1-5 and are not shown to protect the anonymity of the student s.*

The district has a slightly higher share of students in the learning disability category than the state and a slightly lower share in the mental retardation category. In all, the distribution of special education students in CISD closely parallels the distribution for the state.

FINDING

Texas is subject to a 1998 federal "Corrective Action Plan" (CAP). The CAP is associated with a September 1996 U.S. Department of Education, Office of Special Education Programs (OSEP) compliance review of Texas public school districts. OSEP identified seven areas in which Texas failed to comply with federal regulations; the state must take corrective action in these areas.

The federal Office of Special Education Programs found that the state did not comply with the federal "least restrictive environment" requirement. When possible a "least restrictive environment" places a child with disabilities into the regular education environment with other students who are not disabled. TEA was ordered to assist local districts in improving their compliance with least restrictive environment provisions. Federal law dictates that each local education agency shall ensure the following least restrictive environment requirements:

To the maximum extent appropriate, children with disabilities, including children in public or private institutions or other care facilities, are educated with children who are not disabled, and special classes, separate school, or other removal of children with disabilities from the regular educational environment occurs only when the nature or severity of the disability of a child is such that education in regular classes with the use of supplementary aids and services cannot be achieved satisfactorily.
Restrictive placements

The least restrictive environment issue is a complicated one for states and local school districts alike. Decisions on how and when to include students with disabilities in regular education must address the equitable allocation of resources, effective and efficient service delivery models for all students, the potential for legal challenges based on current court rulings, and philosophical beliefs about how best to balance the needs of students with disabilities with those of other students.

Canyon Middle School began half-time inclusion of students with disabilities into regular education during the 1997-98 school year and full inclusion during 1998-99. Inclusion refers to special education students being included to the greatest extent possible (usually full time) in regular education classrooms. The school has four inclusion teachers, two for Grade 7 and two for Grade 8. Each inclusion teacher serves one team. Students in inclusive settings attend all core classes with general education students, are assisted by the inclusion teachers, have access to the Content Mastery Lab, and attend biweekly conferences with inclusion teachers to evaluate their academic progress. Inclusion teachers co-teach with the core academic teachers and assist with the development of strategies and techniques for working with students with disabilities. In addition, they organize all admission review and dismissal meetings, act as parent/student advocates, and make home visits.

In 1999, Canyon Middle School's Behavior Unit began a new system in which all students with emotional disturbances who are placed in the unit attend all academic core courses with general students. During the rest of the day, they attend a vocational elective designed to develop lifelong work skills and work ethics. The teacher of this class solicited assistance from a local farmer to plow part of the grounds for a garden that is planted and tended by the students. In addition, he teaches his students how to build and work with tools. As **Exhibit 2-21** shows, the Canyon Middle School's approach to LRE has reduced the number of students in restrictive environments and student failure rates.

Exhibit 2-21
Number of Special Education Students in Grade 7 Served in

**Inclusive Settings at Canyon Middle School
1996-97, 1997-98, and 1998-99**

	Year		
	1996-97	1997-98	1998-99
Total in Special Education	56	68	109
Students in Resource Room	35	22	5
Students in Behavior Unit	11	12	8
Students in Inclusive Settings	0	34	96
Failure Rate	41%	21%	8%

Source: CISD, Special Education Department, PEIMS.

COMMENDATION

Canyon Middle School serves many of its special needs students in less restrictive environments through an innovative shared services approach.

FINDING

Exhibit 2-22 shows that CISD's number of special education students rose from 14.6 percent to 15.6 percent of the student population between the 1995-96 and 1998-99 school years. The number of special education students rose from 1,253 to 1,606 over the same period. This represents an increase of 28 percent in four years. The total population of the district increased by 17 percent during the same four years.

**Exhibit 2-22
Number and Percent of Students Served in Special Education
1995-96 through 1998-99**

Year	Number	Percent
1995-96	1,253	14.6%
1996-97	1,388	15.2%
1997-98	1,482	15.2%
1998-99	1,606	15.6%

Source: CISD and Texas Education Agency.

Shares of students in special education vary by campus and range from 11 percent to almost 20 percent, with the exception of the New Life Children's Treatment Center, a residential care and treatment facility for students with serious emotional disturbances. **Exhibit 2-23** shows the number of special education students by campus, the percentage of special education students by campus, and the campus accountability rating. All but three CISD schools (Canyon High School, Mountain Valley Elementary, and Rahe Primary) have a higher percentage of students in special education than the state as a whole. In addition, six of CISD's seven recognized campuses have more than 15 percent of their students in special education.

Exhibit 2-23
Number and Percent of Special Education Students
and Accountability Ratings by CISD Campus
1997-98

Campus	Enrollment	Number	Percent	Accountability Rating
High Schools				
Canyon High	1,101	124	11.3%	acceptable
Smithson Valley High	1,533	252	16.4%	acceptable
Alternative Education				
Comal Leadership Institute	89	13	14.6%	acceptable
New Life Treatment Center	31	31	96.9%	acceptable
Middle Schools				
Canyon Middle	598	83	13.9%	acceptable
Spring Branch Middle	505	78	15.4%	recognized
Smithson Valley Middle	503	84	16.7%	acceptable
Elementary Schools				
Goodwin Primary	501	70	14.0%	recognized
Frazier Elementary	566	106	18.7%	acceptable
Comal Elementary	456	75	16.4%	recognized
Mountain Valley Elementary	692	77	11.1%	acceptable

Mountain Valley Intermediate	267	44	16.5%	recognized
Canyon Intermediate	625	99	15.8%	recognized
Rahe Primary	533	62	11.6%	acceptable
Bulverde Elementary	331	54	16.3%	recognized
Bill Brown Elementary	741	95	12.8%	acceptable
Arlon Seay Intermediate	680	135	19.9%	recognized

Source: CISD Special Education Department and Texas Education Agency, PEIMS.

The number of students referred to and served in special education is always an important issue for Texas public schools, but it is even more critical during the 1998-99 school year because this is an area in which OSEP found Texas out of compliance with federal requirements. To comply with OSEP guidelines, districts must be able to show that they use a systematic process for prereferral or intervention assistance and employ a variety of support services.

According to the CISD *Policy and Procedure Manual*, Section EHBA, referrals of students for possible special education services must be a part of the district's overall regular education referral or screening system. Prior to referral, students experiencing difficulty in the regular classroom should be considered for all support services available to all students, such as tutorial, remedial, compensatory, and other services. During a focus-group meeting with CISD teachers, however, it became obvious that about half of the teachers did not know what a prereferral team is. As **Exhibit 2-24** illustrates, TSPR found wide variations in the number of special education referrals per campus.

Exhibit 2-24
Number of Referrals to Special Education by Campus
and Percent of Campus Enrollment Referred
1997-98

School	Number of referrals	Percent of Campus Enrollment Referred to Special Education
High Schools		
Canyon High	9	1%
Smithson Vallev	13	1%

High		
CLI-Secondary	-	0%
Middle Schools		
Spring Branch Middle	29	5%
Canyon Middle	15	3%
Smithson Valley Middle	-	0%
CLI-Middle	-	0%
Elementary Schools		
Comal Elementary	63	14%
Rahe Primary	77	14%
Goodwin Primary	60	11%
Mountain Valley Elementary	74	11%
Frazier Elementary	50	9%
Bill Brown Elementary	55	7%
Mountain Valley Intermediate	12	4%
Canyon Intermediate	27	4%
Bulverde Elementary	14	4%
Arlon Seay Intermediate	28	4%
CLI-Elementary	-	0%

Source: CISD, Special Education Department, 1998.

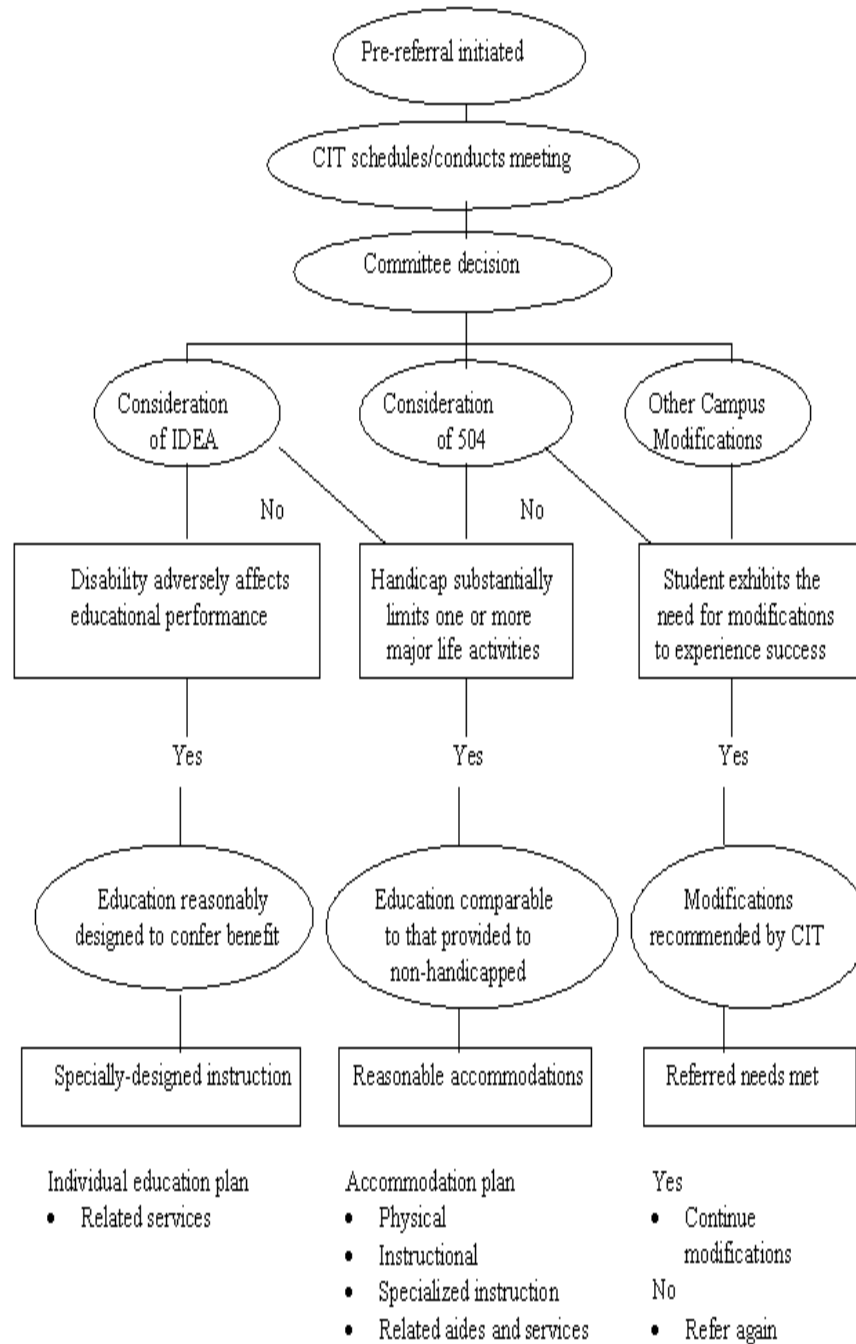
CISD may want to look at a "best practice" used by Mount Pleasant ISD (MPISD), to help in the area of pre-referrals. In 1996-97, to eliminate the confusion and the duplication of effort associated with identifying particular student needs, MPISD established Campus Intervention Teams (CIT) on each campus. The CIT is designed to serve as a "vehicle to provide strategies for intervention when a need begins to arise for any student." A need may be indicated by a student not performing well in class, having difficulty reading, or exhibiting behavioral difficulties. Each

campus has a team made up of one Maximum Achievement Learning Lab (MALL) teacher, the school counselor, the student's classroom teacher, and the principal.

Teachers are encouraged to fill out pre-referral forms on any student who is experiencing difficulty in the classroom for any reason. The pre-referral forms are sent to the MALL teachers, who serve as at-risk coordinators on each campus, and the MALL teacher notifies committee members that a meeti

ng needs to be held. The process is illustrated in **Exhibit 2-25**.

**Exhibit 2-25
MPISD CIT Referral Process**



The CIT has four options to consider before making a decision to intervene. These options are to be considered from least restrictive to most restrictive in the order that follows:

- Implement campus modifications for a pre-determined amount of time.
- Refer to the dyslexia committee on campus.
- Initiate 504 referral process.
- Initiate special education referral forms.

Principals and teachers representing all grade levels said the committee members discuss each student's situation carefully and attempt to identify campus modifications that will address concerns. According to the principals and teachers, in 75 to 80 percent of cases, campus modifications accomplish needed results with the least restrictive environment for the student.

Recommendation 17:

Establish formal pre-referral intervention teams at each campus and conduct a summer training institute for campus staff members.

CISD should provide training to team members on legal requirements, effective teamwork, and effective academic and behavioral modifications for students with academic and behavior problems.

After the first year of implementation, the district should evaluate its effectiveness in terms of number of referrals to special education, parent and teacher satisfaction, and student performance.

The pre-referral intervention program should emphasize early intervention, with efforts in elementary schools receiving priority.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	Each site-based decision-making committee selects members of a pre-referral team if they do not already have one. Each team includes an administrator, a special educator, a regular educator, and a counselor to draft a plan for developing and implementing a pre-referral intervention plan.	June 1999
2.	The committee gathers input from parents, teachers, principals, and special education staff.	July 1999
3.	The staff development office works with principals to set up a training schedule during the summer for each team from every school in the district.	July 1999
4.	The director of Management Information develops a tracking and evaluation system to evaluate the effectiveness of the pre-referral intervention program.	August 1999

5.	Staff development provides a two-day summer institute for each team from all schools in the district.	August 1999
6.	Implement pre-referral teams.	September 1999

FISCAL IMPACT

The fiscal impact assumes that 64 people (four persons from each of the 16 campuses) would attend a two-day summer institute. This would cost the district \$200 in stipends for each person for a total stipend cost of \$12,800.

An external trainer would cost \$2,000 plus an estimated \$1,000 for travel expenses.

A materials package for each team would cost about \$75. The total cost for 16 teams would be \$1,200.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Establish formal pre-referral intervention teams and conduct a summer institute.	(\$17,000)	(\$17,000)	(\$17,000)	(\$17,000)	(\$17,000)

FINDING

CISD serves a large number of its special education students in separate settings (**Exhibit 2-26**). A majority of these students are served in resource rooms (a placement designed for students to receive small group or individual instruction in specific skills for part of the day) or speech therapy settings. Almost 15 percent of special education students are served in self-contained settings - a setting that serves only students with disabilities, while 5 percent are served in mainstream settings.

Exhibit 2-26
Percent of CISD Special Education Students Served by Placement
1998-99

Placement	Percent
Resource Room	60.0%
Speech Therapy	13.4%

Self-Contained Severe	9.7%
Mainstream	5.2%
Self-Contained Mild to Moderate	4.8%
Vocational Adjustment Class	2.9%
Residential Care and Treatment Facility	1.1%
Off-Home Campus	0.6%
Home-Bound	0.3%
Hospital Class	0.2%

Source: CISD, Special Education Department.

Restrictive placements such as these are problematic for several reasons. In 1994, the Texas Education Agency (TEA) changed special education funding formulas so that they no longer act as a disincentive to less restrictive placements. The state funds students served in resource, self-contained mild to moderate, and self-contained severe special education classes at the same level. In other words, districts receive the same amount of money for students served in all three of these settings. Consequently, districts receive no more money for students who are in self-contained classes than they would if they were in resource classes. The costs incurred for self-contained classes often are greater because the classes must be taught by special education personnel and often have very low student-teacher ratios.

Special education students usually remain in special education until their 22nd birthdays, so the long-term cumulative costs are significant. In addition, CISD's very large geographic area forces students in restrictive classes to face very long bus rides to and from school because they often don't attend their neighborhood schools. At Canyon Intermediate, for example, many students in the self-contained Behavior Unit ride the bus for about an hour each morning and afternoon. Restrictive placement also prevents students from attending school on their home campus and interacting with their nondisabled peers.

CISD's placement arrangement exists in part because it concentrates special education students needing the same instructional placement on one campus, allowing the district to hire just one teacher and two aides for the program, with the only cost being transportation, since the students would still be in a class with a teacher and instructional assistant on a campus.

Students are placed in restrictive arrangements based on the severity of their learning and/or behavioral problem.

Recommendation 18:

Provide training to administrators and teachers to encourage less restrictive instructional arrangements.

The district should schedule this training at the same time as its prereferral training; the administrator and counselor chosen for this team could be the same as those chosen for the prereferral team. The special educator and regular educator, however, should not be members of the prereferral team if the two trainings are held at the same time. Therefore, the special education and regular education teachers can attend the entire session of either the prereferral training or the inclusion training. The administrator and counselor should attend those training sessions in prereferral and inclusion most applicable to them.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent for Curriculum and Instruction and the director of Special Education develop a two-day staff development summer institute training for the least restrictive environment team from all schools. The training is held in conjunction with the prereferral training.	June 1999
2.	Each campus site-based decision-making (SBDM) committee selects members of a team. Each team includes an administrator, a special educator, a regular educator, a counselor, and a parent representative.	August 1999
3.	The director of Special Education and the principal at Canyon Middle School arrange site visits for a few of the members of each LRE team.	September-December 2000

FISCAL IMPACT

This fiscal impact assumes that two staff members from each campus (32 persons in all) would participate in a two-day summer institute. At \$200 per person, the total stipend cost would be \$6,400.

An external trainer would cost \$2,000 plus \$1,000 for travel expenses.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
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Provide training to administrators and teachers to encourage less restrictive instructional arrangements.	(\$9,400)	(\$9,400)	(\$9,400)	(\$9,400)	(\$9,400)
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FINDING

CISD's special education program has several unfilled professional positions, including three vacancies for diagnosticians or licensed specialists in school psychology (LSSPs) and four for certified speech-language pathologists. Both are demand professions in Texas and many districts find it difficult to fill such vacancies. According to the director of Special Education, CISD's salaries, which are lower than those in neighboring districts, are one important reason why these positions have remained unfilled. CISD places counselors, associate psychologists, education diagnosticians, and LSSPs on the same salary schedule. Speech-language pathologists are not listed on CISD salary's schedule, but according to the director they are paid on the same salary schedules as counselors and associate psychologists, with an additional stipend. CISD currently employs 9.5 speech-language pathologists who work 195 days a year at a midpoint salary of \$38,427 annually or approximately \$24.65 per hour.

Because of the current shortage of speech-language pathologists, CISD has contracted with Easter Seals for these services. The director estimated that the district would pay Easter Seals about \$240,000 during the 1998-99 school year based on \$37.50 per hour for their services. This assumes that Easter Seals will provide 6,400 hours of services to CISD. Based on a 195 day contract for in-house pathologists, this equates to slightly more than four full-time employees (FTE's).

In addition to cost considerations, the director expressed some concern about the continuity of services and level of attention available from contractors.

Recommendation 19:

Recruit and hire four full-time speech-language pathologists and institute a 10 percent increase in salary for new and existing speech-language pathologists.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Special Education and the director of Human Resource Services write separate job descriptions and salary schedules for	July 1999
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	speech-language pathologists, using state averages, and establish comparable caseloads for these positions.	
2.	The director of Human Resource Services recruits and hires four additional speech-language pathologists.	July 1999
3.	The director of Special Education decreases the use of contracted services for assessment and speech-language services.	July 1999

FISCAL IMPACT

Hiring four speech-language pathologists at the current wage rates would cost the district \$167,419 (\$38,427 in salary x 1.0892 benefits = \$41,855 x 4).

Giving a 10 percent raise to the 13.5 speech-language pathologists, including the four new hires, would cost the district \$56,511 (0.10 x \$38,427 = \$3,843 + 8.92 percent benefits = \$4,186 x 13.5).

Total cost per year for hiring these four new positions and giving a 10 percent pay raise is \$223,930.

Eliminating contracted services will save \$240,000. The net savings will be \$16,070 per year.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Hire four speech-language pathologists and give 10 percent raises.	\$16,070	\$16,070	\$16,070	\$16,070	\$16,070

FINDING

CISD received \$66,005 during the 1997-98 school year in Medicaid payments through the state's School Health and Related Services (SHARS) program. SHARS reimburses districts for services provided to Medicaid-eligible students with disabilities. For example, if a student's IEP mandates occupational therapy, physical therapy, or speech therapy, and that student is Medicaid-eligible, the district can receive Medicaid reimbursement for providing these services. CISD does file for SHARS reimbursements and uses a vendor to assist with claim preparation and filing. Appraisal staff members at each campus electronically provide the vendor a monthly list of students served in special education. The vendor sends the district a list of students eligible for Medicaid. In turn, appraisal employees at each campus complete the necessary forms and send them to

the special education office secretary. Finally, the secretary submits the forms to the vendor every eight weeks and the vendor submits the claim. Texas as a whole

In 1996, the state started another reimbursement program, Medicaid Administrative Claiming (MAC), to allow districts to receive reimbursement for health-related administrative services provided by districts that cannot be billed through SHARS. At that time, it was not feasible for districts with less than 15,000 students to participate because the federal requirements for time study of direct-service staff on the amount of time spent on health-related activities was too burdensome. However, the MAC program has changed significantly, making it feasible for smaller school districts to participate. Beginning in January 1997, TEA, along with the Texas Department of Human Services (DHS) and the Health and Human Services Commission, opened MAC to small districts by allowing consortiums of smaller districts representing 15,000 or more students to file collectively. Consortiums also reduce each district's time commitment for the required time study. As a result, half of the districts in the state participate in MAC. A district can join an existing consortium or start one up of their own.

Districts that join a consortium provide the names of their staff that provide direct activities, such as counselors, nurses, and therapists (not teachers or administrators, but direct staff with high risk populations). From this list, a percentage is selected to participate in the time study, which only requires one week per quarter of coding activities. From this study, the levels of service are determined which, along with base expenditures and Medicaid-eligibility rates, determines the reimbursements to districts for their MAC-eligible activities.

Districts sign on with a consortium directly. There must be a total of 15,000 or as close to 15,000 students in a consortium as possible. The consortium sends a representative to the district to explain the services and fees, which are based on a percentage of reimbursements. There are no out of pocket costs, but staff time is required for coding for the week during the quarter that the time study is done. All staff selected for the time study must attend 2-3 hours of training, which must be provided by the MAC consortium within 50 miles of the district, regardless of where the consortium offices are located.

Since the consortiums handle most of the burdensome administrative functions required by the federal government for this program, it is relatively simple for districts to participate. The amount of reimbursements depends on level of activity of staff for the eligible activities. The amount of reimbursement is tied to the level to which a

district promotes health-related activities (expenditure base), and the percentage of the student population that is Medicaid eligible.

CISD is not participating in this program. The director of Special Education told TSPR that CISD does not do so because of the administrative burden it would entail.

Recommendation 20:

Participate in the Medicaid Administrative Claiming program.

By using MAC funds to expand health-related and outreach activities, more students can be enrolled in Medicaid, which potentially would increase SHARS payments and would increase the expenditure base for determining MAC reimbursement levels.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent, director of Business Operations, and director of Special Education seek out an existing consortium to join, or form a consortium of districts, to begin Medicaid Administrative claiming.	June - August 1999
2.	The board reviews the administration's proposal for joining or forming a MAC consortium and approves this plan.	August 1999
3.	The director of Special Education establishes procedures to participate in the Medicaid Administrative Claiming program.	June - August 1999
4.	The director of Business Operations ensures MAC claims are processed on an ongoing basis.	Ongoing

FISCAL IMPACT

One consortium in Texas is achieving per student reimbursement levels from \$2.75 to \$4.20 per quarter for their participating districts. By applying the lower end of this range to CISD's student population of 10,314 students, \$102,108 in annual savings can be achieved (10,314 students x \$2.75 x 4 quarters, less 10 percent for administration fees).

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Participate in the Medicaid Administrative Claiming program.	\$102,108	\$102,108	\$102,108	\$102,108	\$102,10

Chapter 2

EDUCATIONAL SERVICE DELIVERY AND STUDENT PERFORMANCE

D. COMPENSATORY EDUCATION AND TITLE I PROGRAMS

Funds for compensatory education are based on an allocation from TEA; funds for Title I programs are based on allocations from the federal government that flow through TEA. Compensatory education funds target students at risk of dropping out while Title I funds target students who are low income.

According to Section 42.152 of the Education Code, compensatory education funds are provided to Texas districts so they can design programs to improve and enhance the regular education program for those students at risk of dropping out. The intent of the program is to increase the achievement and reduce the dropout rate of targeted students. The district is required to conduct a needs assessment using student performance data from the TAAS or other sources and design strategies to provide intervention services for these students.

Students at risk of dropping out are identified using specific criteria defined in Section 29.081 of the Texas Education Code:

Each student in grades 7 through 12 who is under 21 years of age is in an at-risk situation if the student meets one or more of the following criteria: a.) was not advanced from one grade level to the next for two or more school years; b.) has mathematics or reading skills that are two or more years below grade level; c.) did not maintain an average equivalent to 70 on a scale of 100 in two or more courses during a semester, or is not maintaining such an average in two or more courses in the current semester, and is not expected to graduate within four years of the date the student begins ninth grade; d.) did not perform satisfactorily on an assessment instrument administered under Subchapter B, Chapter 39; or e.) is pregnant or a parent. Additionally, each student in pre-kindergarten through grade 6 is in an at-risk situation if the student meets one or more of the following criteria: a.) did not perform satisfactorily on a readiness test or an assessment instrument administered at the beginning of the year; b.) did not perform satisfactorily on an assessment instrument administered under Subchapter B, Chapter 39; c.) is a

student of limited English proficiency, as defined by the Texas Education Code (TEC) Section 29.052; d.) is sexually, physically, or psychologically abused; or e.) engages in conduct described by Section 51.03(a), Texas Family Code.

Additionally, students in any grade are identified in at-risk situations if they are not disabled and if they reside in a residential placement facility in a district in which the student's parent or legal guardian does not reside, including a detention facility, substance abuse treatment facility, emergency shelter, psychiatric hospital, halfway house, or foster family group home. (Texas Education Agency, 1998)

The amount of Title I funds to which a district is entitled is calculated by averaging its best six months' enrollment in the National School Lunch Program, which provides free- and reduced-price lunches for indigent students, in the preceding school year.

FINDING

Exhibit 2-27 illustrates the number and percent of CISD students who are economically disadvantaged or in at-risk situations by campus. Campuses with the highest percentage of at-risk students include Canyon Middle School, Comal Leadership Institute/Discipline Center, Comal Elementary, Mountain Valley Elementary, Mountain Valley Intermediate, and Frazier Elementary. At some schools, the number of at-risk students is greater than the number of students identified as economically disadvantaged. According to the Texas Education Code, not all students enrolled in free- or reduced-price lunch programs are considered to be in at-risk situations.

Exhibit 2-27
Number and Percent of CISD Students Identified as Economically Disadvantaged and At Risk by Campus 1997-98

Campus	Number of Economically Disadvantaged Students	Economically Disadvantaged Percent of Total Enrollment	Number of At-Risk Students	At-Risk Percent of Total Enrollment
Canyon MS	169	28.3%	250	41.8%
Comal Leadership Institute/Discipline Center	29	32.6%	35	39.3%

Comal Elementary	128	28.1%	176	38.6%
Mountain Valley Elementary	264	38.2%	242	35.0%
Mountain Valley Intermediate	89	33.3%	89	33.3%
Frazier Elementary	170	34.8%	197	30.0%
Smithson Valley MS	114	22.7%	113	22.5%
Goodwin Primary	184	36.7%	110	22.0%
Canyon Intermediate	199	31.8%	134	21.4%
Bulverde Elementary	50	15.1%	70	21.1%
Arlon Seay Intermediate	150	22.1%	138	20.3%
Spring Branch MS	112	22.2%	91	18.0%
Smithson Valley HS	260	16.9%	265	17.2%
Canyon HS	242	21.9%	141	12.8%
Rahe Primary	90	16.9%	55	10.3%
Bill Brown Elementary	268	36.2%	42	5.7%

Source: PEIMS, 1997-98.

The Texas Education Agency's 1998 compensatory education guidelines allow districts to concentrate their compensatory education resources on one or a small number of campuses that serve at-risk students. These decisions are made for programmatic reasons, relating to differences in academic performance and other considerations such as the number of economically disadvantaged or minority students on a campus. Furthermore, districts are required to evaluate their state compensatory education programs and services to determine its effectiveness in increasing student achievement or decreasing student dropout. **Exhibit 2-28** compares the percent of students in at-risk situations and 1998 TAAS reading and math passing rates for each CISD campus.

Exhibit 2-28
Percent of CISD Students Identified as At-Risk and Passing
TAAS Reading and Math by Campus
1997-98

Campus	At-Risk Percent of Total Enrollment	Percent Passing TAAS Reading	Percent Passing TAAS Math
Canyon MS	41.8	87.6	90.5
Comal Leadership Institute/Discipline Center	39.3	84.6	72.7
Comal Elementary	38.6	98.5	94.8
Mountain Valley Elementary	35.0	88.3	78.3
Mountain Valley Intermediate	33.3	93.8	87.7
Frazier Elementary	30.0	92.6	84.1
Smithson Valley MS	22.5	90.0	87.3
Goodwin Primary	22.0	92.6	84.1
Canyon Intermediate	21.4	92.2	95.2
Bulverde Elementary	21.1	94.2	92.6
Arlon Seay Intermediate	20.3	93.7	94.2
Spring Branch MS	18.0	92.2	91.1
Smithson Valley HS	17.2	97.4	83.5
Canyon HS	12.8	95.4	76.0
Rahe Primary	10.3	94.2	92.6
Bill Brown Elementary	5.7	86.9	78.9

Source: Texas Education Agency, AEIS.

CISD uses the majority of its compensatory education funds for salaries and benefits for personnel who provide services to students in at-risk situations. **Exhibit 2-29** shows the programs funded, the campuses on which these programs are housed, and their amount of funding for the 1998-99 school year. As **Exhibit 2-29** illustrates, CISD uses its compensatory education funds in three ways: Center for Successful Learners (CSL) labs; remedial reading programs; and alternative education placements, either on- or off-campus. CSL labs provide students in at-risk situations with additional assistance to complete their course work. A student may leave a class once an assignment has been given and go to the lab for individual tutoring or small group work.

Exhibit 2-29
CISD State Compensatory Funds Allocated by Program Personnel, by
Campus
1998-99

Campus	Program Personnel	Funding
Canyon HS	1. Center for Successful Learners (CSL): 1 coordinator, 1 teacher, 1 instructional assistant	\$85,302 \$43,880
	2. Remedial Reading: 1 teacher	\$33,118
	3. GED: 1 teacher	\$51,394
	4. Alternative Educational Placement (AEP): 1.5 teachers	\$13,157 \$16,588
	5. ESL: 1 instructional assistant	\$5,853
	6. Attendance: .5 officer	
	7. TAAS remediation	
Canyon HS	Total	\$249,292
Smithson Valley HS	1. CSL: 1 teacher, 1 instructional assistant	\$48,911
	2. Remedial Reading: 1 teacher	\$42,735
	3. GED: 1 teacher	\$50,603
	4. Attendance: 1 officer	\$33,176
	5. TAAS remediation	\$5,445
Smithson Valley HS	Total	\$180,870
Smithson Valley MS	1. CSL: 1 teacher	\$45,480
	2. AEP: 1 teacher	\$35,722
Smithson Valley MS	Total	\$81,202
Spring Branch MS	1. CSL: 1 teacher	\$28,312
Spring Branch MS	Total	\$28,312
Canyon MS	1. CSL: 1 instructional assistant	\$14,314
	2. AEP: .5 teacher, 1 instructional assistant	\$34,475
	3. Self-Contained Multi-Grade Instructional Setting: 2.5 teachers	\$99,771

Canyon MS	Total	\$148,497
Comal Discipline Center	1. 3 instructional assistants	\$46,593
Comal Discipline Center	Total	\$46,593
Arlon Seay Intermediate	1. Essential Learning Systems Computer Assisted Reading Lab: 1 instructional assistant	\$14,243
Arlon Seay Intermediate	Total	\$14,243
Bulverde Elementary	1. Remedial Reading: 1 teacher	\$30,322
Bulverde Elementary	Total	\$30,322
Rahe Primary	1. Remedial Reading: 1 teacher	\$45,651
Rahe Primary	Total	\$45,651

Source: CISD, Instructional Co-ordinator.

Exhibit 2-30 lists the amount of compensatory education funds per student by campus for 1998-99.

Exhibit 2-30
Amount of Total Compensatory Education Funds and
Amount Per Student by CISD Campus
1998-99

Campus	Amount of Total Funding	Amount Per Student
Canyon MS	\$148,497	\$254.71
Canyon HS	\$249,292	\$211.98
Smithson Valley MS	\$81,202	\$151.21
Smithson Valley HS	\$180,870	\$104.73
Rahe Primary	\$45,651	\$86.95
Bulverde Elementary	\$30,322	\$85.66

Spring Branch MS	\$28,312	\$51.38
Arlon Seay Intermediate	\$14,243	\$20.61
Mountain Valley Intermediate	\$0	\$0
Canyon Intermediate	\$0	\$0
Mountain Valley Elementary	\$0	\$0
Frazier Elementary	\$0	\$0
Comal Elementary	\$0	\$0
Bill Brown Elementary	\$0	\$0
Goodwin Primary	\$0	\$0
Comal Leadership Institute/Discipline Center	\$46,593	N/A

Source: CISD, Instructional Coordinator, CISD enrollment projection, CISD Department Budget Report 1-11-99, AEIS, 1997-98.

Exhibit 2-31 lists Title I programs and/or personnel at each school and the amount of Title I funding each receives. CISD uses its Title I funds primarily to pay reading teachers, reading instructional assistants, and, in some cases, math teachers.

**Exhibit 2-31
CISD Title I Funds Allocated by Program Personnel by Campus
1998-99**

Campus	Program/Personnel	Funding
Bill Brown Elementary	<ul style="list-style-type: none"> • 1 CEI reading lab teacher • 1 instructional assistant-classroom reading/dyslexia • 1 Pre K instructional assistant • 5 part-time reading tutors 	\$105,750
Comal Elementary	<ul style="list-style-type: none"> • 1 reading teacher • 1 reading instructional assistant • 1 Reading Renaissance instructional assistant 	\$76,050

	<ul style="list-style-type: none"> • 1 math instructional assistant 	
Goodwin Primary	<ul style="list-style-type: none"> • 1 reading teacher • 1 math instructional assistant • 1 K motor lab instructional assistant • 4 part-time Pre K student assistants 	\$75,250
Frazier Elementary	<ul style="list-style-type: none"> • 1 reading teacher • 1 math teacher • 1 computer assisted instruction instructional assistant • 1 TAAS reading/math instructional assistant 	\$116,950
Canyon Intermediate	<ul style="list-style-type: none"> • 1 reading/math grade 5 teacher • 1 reading/math grade 6 teacher 	\$80,650
Mountain Valley Elementary	<ul style="list-style-type: none"> • 1 grades 1 and 3 reading teacher • 1 grades 2 and 4 reading teacher 	\$100,750
Mountain Valley Intermediate	<ul style="list-style-type: none"> • 1 reading/math teacher 	\$45,450
Summer School	<ul style="list-style-type: none"> • Budget 	\$38,703
Neglected Institutions	<ul style="list-style-type: none"> • New Life Children's Treatment Center • St. Jude's Ranch for Children 	\$28,740

Source: CISD, Instructional Coordinator.

State law requires compensatory education funds to be used to extend or enhance the regular education program for students in at-risk situations. Districts may target one or more campuses that serve at-risk students; however, programmatic decisions are to be based primarily on student performance. CISD uses student TAAS performance to help it make these decisions. In addition, CISD considers the needs of individual students and principal staffing requests. In several instances, however, campuses with low percentages of students in at-risk situations receive substantially more money than those with higher percentages, indicating that CISD is meeting the needs of these students.

Some campuses with high percentages of at-risk students have high TAAS passing rates. Moreover, some campuses with a high percent of students in at-risk situations have similar TAAS passing rates yet receive dramatically different funding. One example is Canyon and Smithson Valley High Schools; Smithson Valley High School has 4.4 percent more students in at-risk situations, yet receives 51 percent less in compensatory education funds than Canyon High School. As **Exhibit 2-28** illustrates, the schools' 1998 TAAS reading and math passing rates were similar; Canyon High School's scores were only slightly lower than Smithson Valley's.

In addition, Comal Elementary, Mountain Valley Elementary, and Mountain Valley Intermediate have the third-, fourth-, and fifth-highest percentages of at-risk students in the district. Yet Comal Elementary also had the district's highest 1998 TAAS reading passing rate and the second-highest 1998 TAAS math passing rate. Comal Elementary receives Title I funds. On the other hand, Mountain Valley Elementary School receives no compensatory education funds (although it does receive Title I funds) and had some of the lowest 1998 TAAS reading and math passing rates in the district. CISD administrators said the district provides compensatory education funds to campuses that do not receive Title I funds and that CISD targets its high schools more than its elementary schools for compensatory education funds, since it is during the high school years that students typically drop out.

CISD has successfully focused Title I and compensatory education funding on reading as its primary instructional program; funding extra teachers or instructional assistants. In addition, CISD feels that reading is a prerequisite for mathematical problem-solving. While reading is important, **Exhibit 2-28** illustrates that most campuses have lower TAAS math passing rates than reading passing rates. In spite of this, CISD has only a few campuses funding math teachers or math instructional assistants through Title I, and no campuses using compensatory education funds for specific remedial math programs.

Recommendation 21:

Evaluate the programs funded through compensatory education and Title I and direct funds to successful programs and areas of greatest need.

Program evaluation begins by setting goals and performance measures and then monitoring progress and regularly making adjustments to achieve the greatest success. Funding should flow to successful programs, and unsuccessful programs must be modified or discontinued.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The instructional coordinators and the assistant superintendent of Curriculum and Instruction gather data reflecting the effectiveness of the current programming funded through compensatory education on each CISD campus.	July 1999
2.	The instructional coordinators and the assistant superintendent of Curriculum and Instruction use the information to determine which programs will be discontinued or downsized, which programs to expand or add, and which campuses should receive compensatory education funds.	August 1999
3.	The instructional coordinator in charge of compensatory education and Title I continues evaluating the effectiveness of programs funded in this way.	Ongoing

FISCAL IMPACT

This recommendation could be implemented with existing resources.

Chapter 2

EDUCATIONAL SERVICE DELIVERY AND STUDENT PERFORMANCE

E. GIFTED AND TALENTED EDUCATION

State legislation passed in 1987 requires all school districts to provide services for gifted and talented students. In 1990, the State Board of Education (SBOE) adopted a state plan for serving gifted students that was designed to provide guidance to districts on how to meet the requirements of the law as well as to offer assurance that all students have the opportunity to be fairly and accurately assessed for the appropriate services.

In 1995, state legislation required the SBOE to "develop and periodically update a state plan of the education of gifted and talented students." The plan was to be used for accountability purposes "to measure the performance of districts in providing services to students identified as gifted and talented." The SBOE plan, adopted in 1996, provides direction for the refinement of existing services and for the creation of additional curricular options for gifted students.

CISD's current program for gifted and talented students in Grades K through 5 was created in spring 1981. The program, Significant Activities for Generating Excellence (SAGE), began as a pilot program offered to the top 5 percent of students in middle school as an enrichment program. In 1982-83, the program expanded to serve academically talented students in Grades 4 through 8 in advanced mathematics and language arts classes. In addition, advanced high school classes were offered in English, mathematics, science, and history. In 1987-88, the program expanded further to include Grades K through 3.

The current program consists of the SAGE program for Grades K through 5, honors classes in the core academic content areas for students in Grades 6 through 8, and honors and advanced placement classes for students in Grades 9 through 12.

FINDING

Texas requires its school districts to use at least three measures to identify gifted and talented students. CISD uses six criteria as seen in step 2 of **(Exhibit 2-32)**.

Exhibit 2-32
Procedures Used to Identify Students as Gifted and Talented
1997-98

Procedures Used in Identifying G/T	
1.	The student can be nominated for the program by a variety of sources including, parents, teachers, or self.
2.	Students are screened for the program using the following: two measures of reasoning ability, a mathematics achievement score, a reading achievement score, a teacher rating scale, a parent rating scale, and a portfolio score.
3.	Each criterion yields a raw score, a percentile rank, or a standard score. Each of these scores is entered onto a matrix and a weight from 1 through 5 is applied. The higher the score, the larger the weight.
4.	The weights are summed.
5.	A committee meets and makes a decision about qualification of the child for the program. The committee can make three decisions: qualifies, does not qualify, or need further information.

Source: CISD, Director of Gifted and Talented, and Gifted and Talented Program Handbook.

As shown in **Exhibit 2-33**, CISD has identified a relatively low percentage of its Hispanic students in the gifted and talented program; this percentage has fallen over the last three years.

Exhibit 2-33
Number and Percent of CISD Students Identified as Gifted by
Ethnicity
1995-96, 1996-97, and 1997-98

Ethnicity	1995-96 Number	1995-96 Percent	1996-97 Number	1996-97 Percent	1997-98 Number	1997-98 Percent
African American	3	0.4%	4	0.5%	4	0.5%
Anglo	746	91.8%	716	92.0%	722	93.4%
Hispanic	59	7.3%	53	6.8%	46	6.0%
Other	5	0.6%	5	0.6%	1	0.1%

Source: Texas Education Agency, PEIMS.

The matrix approach described in **Exhibit 2-32** was applied by the district in 1998-99. Students are screened for the program using the following six criteria: (1) two measures of reasoning ability, (2) a mathematics achievement score, (3) a reading achievement score, (4) a teacher rating scale, (5) a parent rating scale, and (6) a portfolio score. Of the six criteria applied, three relate to academic achievement. Since scores for individual criterion are summed to arrive at a single score, the current approach heavily weights academic achievement relative to other scores. This approach, which is being applied for the first time in 1998-99, is unlikely to reverse the low participation rates of minority students in gifted and talented programs.

Recommendation 22:

Change gifted and talented identification procedures to separately evaluate the academic achievement criteria.

Two of the three academic achievement criteria should be eliminated to more appropriately balance other non-academic criteria. Further, each criteria should be evaluated independently, not summed to a single, overall score. This will allow students who excel in two or three of the criteria to be eligible for the program, and should increase minority participation in gifted and talented education.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The gifted and talented coordinator and campus coordinators evaluate the district's identification procedures in terms of services, the Texas State Plan, and the method used to aggregate the scores.	June-July 1999
2.	The gifted and talented coordinator and the campus coordinators develop an alternative identification plan based on the results of the evaluation and pilot it at half of the district's campuses.	August-December 1999
3.	The gifted and talented coordinator and campus coordinators evaluate both identification procedures and compare the results.	December 1999
4.	The gifted and talented coordinator and campus coordinators use the identification procedure with the best results.	January 2000

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

CISD offers gifted and talented services to middle and high schools students through honors and College Board Advanced Placement (AP) courses. CISD participation rates for AP tests, however are far lower than for Region 13 and Texas as a whole, and lower than those in all but one peer district (**Exhibit 2-34**).

Exhibit 2-34
Participation Rates for Advanced Placement Tests
1997-98

District	Percent	
	1996-97	1997-98
New Braunfels	3.8	4.4
Comal	4.5	5.5
North East	5.8	6.6
Leander	7.2	8.1
Texas	8.6	9.7
Pflugerville	10.7	11.0
Judson	11.4	11.1
Seguin	18.4	17.1
Region 13	16.3	18.0
San Marcos	17.2	21.5

Source: Texas Education Agency, AEIS 1997-98.

Exhibit 2-35 illustrates the AP courses offered by CISD and the number of students taking these courses.

Exhibit 2-35
Number of Students Taking
AP Courses in CISD
in Canyon HS and Smithson Valley HS
1997-98

Course	Enrollment	
	CHS	SVHS

AP Biology	37	29
AP Chemistry	12	27
AP English Language and Composition	29	14
AP English Literature and Composition	31	13
AP US Government and Politics	0	11
AP US History	0	10
TOTAL	109 (9.9%)	104 (6.8%)

Source: Texas Education Agency, PEIMS.

CISD offers two science, two language arts, and two social studies AP courses. No AP calculus is offered. The two social studies courses are offered only at Smithson Valley High School. TEA has approved 29 AP courses. Among these are two calculus courses and one statistics course. TEA requires that gifted and talented students be served in four academic areas- mathematics, language arts, science, and social studies. While secondary students who are gifted in mathematics can be served through honors mathematics classes, including honors calculus, this course is not challenging enough for many students who are gifted in mathematics. The district administrator said that AP calculus would be offered in the 1999-2000 school year.

Recommendation 23:

Offer all of the advanced placement courses in both high schools when enrollment projections determine a need for these courses.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The gifted and talented coordinator ensures that all AP courses are offered at both high schools.	June 1999
2.	The gifted and talented coordinator ensures that AP calculus is offered at both high schools.	July 1999
3.	The gifted and talented coordinator, counselors, and the AP teachers at both high schools examine student records and encourage eligible students to take the AP courses offered.	August 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

Chapter 2

EDUCATIONAL SERVICE DELIVERY AND STUDENT PERFORMANCE

F. CAREER AND TECHNOLOGY EDUCATION

According to Section 29.181 of the Texas Education Code, each Texas school district must offer career and technology education to their students to prepare them for managing the dual roles of family member and wage-earner and gaining entry-level employment in a high-skill, high-wage job or continuing in post-secondary education.

According to Alamo Workforce Development, Texas Workforce Development, Inc., educators must ensure they provide the necessary curriculum to produce a workforce that can support economic growth for the region. To accomplish this goal, educators must begin by examining the top industries in the region. According to the federal Bureau of Labor Statistics, the ten-fastest growing non-college careers in the nation are personal and home care aides (119 percent); home health aides (102 percent); physical and corrective therapy aides (83 percent); electronic pagination system workers (83 percent); occupational therapy assistants and aides (82 percent); human services workers (75 percent); manicurists (69 percent); medical assistants (59 percent); amusement and recreation attendants (52 percent); and correction officers (51 percent).

The November 1998 *Texas Labor Market Review* reported that Texas should add almost 2 million new jobs through the year 2006. Forty-four percent of these jobs will be in the professional, technical, and service occupations. While Texas will mirror the nation with respect to which non-college occupations will add the most jobs, it is expected to add significantly more jobs than the nation for operators, fabricators, laborers, and skilled craftsmen. Health-related occupations should exceed the overall statewide growth rate of 21 percent through 2006. This growth will be spurred by the continued demand for personal and physical care for an increasing number of elderly people. The U.S. Census Bureau projects a 20 percent increase of Texans 65 or older through 2006. Technology also will affect employment growth. Employment in occupations such as typists and computer and peripheral EDP equipment operators will decline, while employment opportunities in occupations such as systems analysts, computer engineers, and computer support specialists will increase.

FINDING

In addition to the six major programs offered at the two high schools, CISD offers courses in technology, career investigations, and skills for living at its three middle schools (**Exhibit 2-36**). The total enrollment represents about 50 percent of the students in the middle schools.

Exhibit 2-36
Career and Technology Courses and Enrollment at CISD Middle Schools
1997-98

Course	Enrollment
Canyon Middle School	
Technology Education	66
Exploring Construction Technology	57
Exploring Communication Technology	25
Skills for Living	96
Career Investigation	89
Total	333
Smithson Valley Middle School	
Technology Education	110
Exploring Construction Technology	21
Skills for Living	102
Total	233
Spring Branch Middle School	
Technology Education	98
Skills for Living	118
Total	216
Total - All Schools	782

Source: CISD, Director of Career and Technology.

Technology Education is an elective course offered to students in grades 7 and 8. It is an overview course designed to increase student understanding of the development and use of technology and provides an introduction to the areas of bio-related technology, communication, computer applications, construction, energy, power, transportation, and manufacturing. Exploring Construction Technology and Exploring

Communication Technology are electives offered to students in grade 8. These courses are designed to allow students to investigate the types of activities performed in the construction and communication industries, and include laboratory experiences. Skills for Living is an elective offered to students in grades 7 and 8. It is a comprehensive foundations course designed to provide opportunities to explore family relationships and personal development, personal management, and planning for the future. Career Investigation is an elective offered to students in grades 7 and 8. The course is designed to assist students in discovering their occupational interests.

COMMENDATION

CISD offers a variety of Career and Technology courses to its middle-school students related to technology, personal skills development, and career interests.

FINDING

The coordinator of Career and Technology Education coordinates CISD's Career and Technology Education program. During the 1998-99 school year, six programs are offered at the two high schools and five at the three middle schools. CISD's major Career and Technology programs are explained in **Exhibit 2-37**.

Exhibit 2-37
CISD's Career and Technology Programs
1998-99

Program	Description	Number of Courses
Technology	Allows students to investigate and experience the means by which humans meet their needs and wants, solve problems, and extend their capabilities. It is concerned with the knowledge and skills needed to develop, produce, and use products or services and assess their effects on humans and the world.	11
Business Education	Major tasks emphasize developing effective oral and written communication, preparing and analyzing business records, operating appropriate equipment, utilizing software, and developing necessary knowledge and skills to interact successfully with others.	10

Agricultural Science	Designed to develop competencies needed to enter agriculture science and technology occupation. Includes all jobs that require agricultural competencies needed in producing, managing, processing, marketing, distributing, regulating, or protecting any of the renewable natural resources.	21
Home Economics	Prepares students for personal and family life across the life span as they manage the challenges of living and working in a diverse, global society. The focus is on families, work, and their interrelationships.	6
Health Science Technology	Designed for students who have an interest and desire to explore health careers. Emphasis is on safety, communication skills, ethical and legal responsibilities, teaming, systems, and the technology utilized in health care.	5
Trade and Industry	Designed to prepare students for initial employment in trade and industrial occupations. Provides instruction that develops manipulative skills, safety, judgment, technical knowledge, and related occupational information.	8

Source: CISD, High School Curriculum Handbook, State Board of Education.

In 1992-93, CISD began a Health Science Technology program. This field is important, given the Bureau of Labor Statistics' assessment of its growth potential. The coordinator of Career and Technology Education has created this program with two colleges in the area, St. Philip's College and San Antonio College. The program assists students in making a smooth transition from one level of education to another without delays or duplication of learning. Courses allow students who have mastered specific skills and completed specified courses to be granted college credit.

COMMENDATION

CISD offers a Health Science Technology program, which is a fast-growing career area.

Chapter 2

EDUCATIONAL SERVICE DELIVERY AND STUDENT PERFORMANCE

G. INSTRUCTIONAL TECHNOLOGY

Computers and technology are used for instructional purposes at every school in CISD. All schools have computers in most of their classrooms that are used for instructional as well as administrative purposes. All schools have computers in their libraries, and the majority of these have software that allows students to find library books. In addition, schools have computer labs that are used to teach computer classes.

According to the CISD's technology inventory, the district has 3,099 computers. Of these, 2,746 or 89 percent are located in the schools (**Exhibit 2-38**).

Exhibit 2-38
CISD School Computer Inventory

Campus	Purchased Computers	Leased Computers	Campus Totals	Number of Students	Student to Computer Ratio
Canyon High School	260	30	290	1,176	4.06
Smithson Valley High School	301	58	359	1,727	4.81
Smithson Valley Middle School	148	18	166	536	3.23
Canyon Middle School	189	6	195	688	3.53
Spring Branch Middle School	206	0	206	551	2.67
Bulverde Elementary School	90	22	112	354	3.16
Comal	140	21	161	469	2.91

Elementary School					
Goodwin Primary School	126	22	148	509	3.44
Frazier Elementary School	120	45	165	604	3.66
Mountain Valley Elementary School	156	23	179	667	3.73
Rahe Primary School	102	23	125	525	4.20
Bill Brown Elementary School	205	22	227	779	3.43
Canyon Intermediate School	90	19	109	651	5.97
Mountain Valley Intermediate School	93	16	109	297	2.72
Arlon R. Seay Intermediate School	137	11	148	689	4.66
Comal Leadership Institute	38	9	47	92	1.96
Total (Overall)	2,401	345	2,746	10,314	3.76

Source: CISD, Technology Department.

CISD has an average of 3.76 students for each computer in the district. The ratios range from a low of 1.96 students per computer at the Comal Leadership Institute to a high of 5.97 students per computer at Canyon Intermediate School. The district's average ratio of 3.76:1 is somewhat

behind the state's short-term goal of a 3:1 ratio and significantly behind the state's long-term goal of 1:1.

While the district's overall student-to-computer ratio is only slightly behind the state's short-term goal, the district does not compare as well in its ratio of students to multimedia computers. Multimedia computers are newer computers with features like CD-ROMs and sound cards. Of the district's 2,746 computers, the district's director of Technology estimates that approximately 567 of them are multimedia computers. In other words, the district has 18 students per multimedia computer. This is higher than the State and national averages (**Exhibit 2-39**).

Exhibit 2-39
Student to Multimedia Computer Ratio

	CISD	State	Nation
Number of Students per Multimedia Computer	18:1	12:1	13:1

Source: CISD, Technology Department.

Approximately 44 percent of the computers located at the schools are Macintosh computers while 56 percent are PCs. The majority of the computers-70 percent-are located in classrooms rather than labs. This is higher than the national average. Nationally, about 45 percent of computers in schools are located in classrooms.

FINDING

In addition to the technology-related Career and Technology classes, some CISD schools and teachers have developed creative uses of computers for instruction. At Arlon Seay Intermediate, for instance, students use the computer lab to research topics, answer questions on the topics, and prepare PowerPoint presentations. Projects like these allow students to learn to use technology while learning subject matter, research, and communication skills.

Arlon Seay's success in this area is in large part attributable to the school's supportive staff and to its full-time instructional technology coordinator. To have the full-time instructional technology coordinator, teachers agreed to increase their workload slightly to free one position from traditional classroom responsibilities.

COMMENDATION

Arlon Seay Intermediate School successfully uses technology to enhance student learning.

FINDING

CISD has no position responsible for instructional technology. Several schools use computer labs primarily to teach students keyboarding and "drill-and-skill" exercises that are repetitious in nature; or to check for mastery, such as proficiency in typing, rather than for word processing, spreadsheets, use of the Internet, or the use of instructional software to enhance learning in other classes. These uses do not maximize the benefits of technology to the district.

Most of CISD's peers have at least one district-level position dedicated to instructional technology. Judson ISD, for instance, has an instructional technology coordinator. This individual, a former teacher, assists schools in integrating technology into the curriculum, assists teachers in selecting effective instructional software, supports the district's satisfaction of TEKS requirements, assists in developing district and school technology plans, and provides other instructional technology support. Another peer district, New Braunfels ISD, also has a director of instructional technology.

Recommendation 24:

Create a districtwide instructional technology coordinator position.

This person should be responsible for communicating instructional technology needs to the director of Technology, coordinating and providing training to teachers, assisting teachers in integrating technology into their curricula, assisting schools in selecting instructional software, and identifying members of the community who would be willing to share their technical expertise with the district. This position would assist schools in maximizing the district's investment in technology.

The person in this position should have teaching experience and should be very familiar with how software and technology can be used to enhance student learning. Ideally, the individual hired to fill this position would have a degree in instructional technology.

The district should budget funds to provide the coordinator with ongoing training. This would ensure the continual improvement of the district's use of instructional technology.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	Board approves instructional technology coordinator position.	June 1999
2.	The director of Technology, the assistant superintendent of Curriculum and Instruction, and the director of Human Resource Services develop a job description for instructional technology coordinator.	June 1999
3.	Human Resource Services posts the technology coordinator position.	July 1999
4.	The director of Technology and the assistant superintendent for Curriculum and Instruction review applications for the technology coordinator position.	July 1999
5.	The district hires an instructional technology coordinator.	August 1999

FISCAL IMPACT

Since the individual filling this position should have some teaching experience, this fiscal impact assumes that the individual would be paid the average salary of teachers with 6 to 10 years of experience, or \$28,780. With an 8.92 percent benefit rate, this position would cost the district \$31,347 per year.

In addition to a salary, this individual should receive training annually to ensure he or she stays abreast of promising new applications of technology. This training is estimated to cost \$5,000 per year.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Create a districtwide instructional technology coordinator position.	(\$36,347)	(\$36,347)	(\$36,347)	(\$36,347)	(\$36,347)

FINDING

Technology support at individual schools is particularly important in a district as geographically large as CISD. Many schools in CISD have an individual who serves as a technology resource for the school—a teacher, an administrator, or an aide—but the technical support they provide in most cases is above and beyond their actual job requirements. In general, these individuals are able to help with basic computer questions and support, but often lack the time or expertise to provide sufficient support.

According to a national survey, 30 percent of all schools have a full-time technology coordinator and another 40 percent have a part-time technology coordinator. Judson ISD, a peer district to CISD, has a technology contact person at each campus, but the district is considering creating positions for full-time campus technology facilitators. In New Braunfels ISD, another peer district, the high school and middle school each have a full-time technology specialist; the sixth-grade campus and one elementary school have a full-time teacher designated as a technology liaison; and all other schools have one person designated as technology support. These positions offer technology-related training and support to their campuses for a stipend of \$600 per year. In another peer district, Pflugerville ISD, every school has on on-site technology person who, in addition to being a full-time teacher, spends four hours each week providing general technology support. These teachers also receive stipends for their technology responsibilities.

As previously mentioned, Arlon Seay Intermediate School has an instructional technology coordinator. The teachers in the school agreed to take on additional responsibilities so that one position could be freed to coordinate the technology.

At the beginning of the 1998-99 school year, CISD's Department of Technology began paying a stipend to one of the district's teachers, an instructional technology expert, for teacher training. The training is delivered at the school's request after school hours. Since this has been offered, the trainer has trained teachers from eight schools on topics from Windows 95 to the Internet to PowerPoint. These classes cost the district \$100 per session for the four hours it takes the instructor to prepare for and teach the class. The training is free to teachers, but they must attend on their own time after school. In addition to this training, the Department of Instruction and schools themselves provide additional technological training. TSPR's survey of school administrators and teachers found that a majority have received training in instructional uses for computers (**Exhibit 2-40**); however, a majority also responded that they do not receive adequate support to use technology effectively. When asked to respond to the statement "The district effectively uses technology to support instruction and student learning," only 38 percent agreed or strongly agreed. Forty-four percent disagreed or strongly disagreed.

Exhibit 2-40
Survey Responses

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
I have had	29%	6%	46%	4%	10%	4%	2%

training in instructional uses of technology.							
I am given adequate support to effectively use technology.	2%	8%	37%	4%	31%	19%	0%
The district effectively uses technology to support instruction and student learning.	3%	7%	31%	14%	29%	15%	2%

Source: Texas School Performance Review.

Recommendation 25:

Assign an individual at each school to be a school technology coordinator.

The district should require each school to create a position for a school technology coordinator.

These coordinators should be teachers and should be paid according to the teacher salary scale. Ideally, they should be relieved of at least some teaching responsibilities, but the extent to which this occurs would be at the discretion of the school. These individuals should receive a stipend for the after-school time they spend assisting other teachers.

The director of Technology should work with school staff members to develop a job description for this position. The job description should include the following responsibilities:

- assist with technology purchases and decisions.
- troubleshoot.
- identify available resources (including grant opportunities).
- pass along information and best practices.
- ensure computers are backed up and protected from viruses.
- encourage teachers to explore potential uses of technology.

- train and work with teachers on how to integrate technology into their curriculum.

Principals should work with the director of Human Resource Services to select the school technology coordinators. The district must train these individuals to assist them in guiding and supporting their schools' use of technology.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Technology works with representatives from each school to develop a job description.	June 1999
2.	The board approves the positions and the related stipend.	June 1999
3.	Principals and director of Human Resource Services identify individuals for the positions.	July 1999
4.	Principals assigned individuals as school technology coordinators.	August 1999
5.	Principals arrange training for school technology coordinators.	September 1999

FISCAL IMPACT

This fiscal impact assumes that 16 existing teachers would be assigned to be school technology coordinators and that each would receive an annual stipend of \$1,000. These estimates also assume that the new instructional technology coordinator would provide most of the training given to these coordinators, but that school technology coordinators also would receive some additional training from outside instructors. This training would cost about \$500 per year per coordinator.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Assign an individual at each school to be a school technology coordinator.	(\$24,000)	(\$24,000)	(\$24,000)	(\$24,000)	(\$24,000)

Chapter 3

FACILITIES USE AND MANAGEMENT

This chapter examines CISD's facilities use and management functions in six sections:

- A. Facilities Planning
- B. Facilities Use
- C. Construction Management
- D. Maintenance Operations
- E. Custodial Operations
- F. Utilities Management

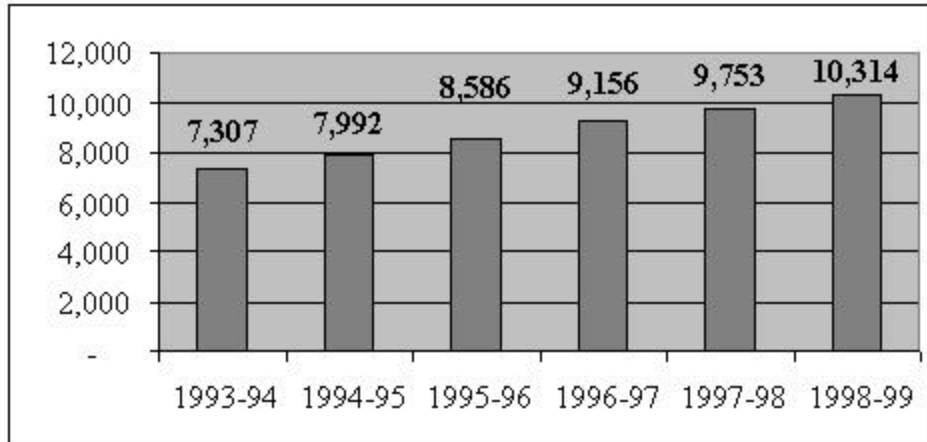
Facilities use and management functions are intended to ensure that district facilities are properly designed and built to enhance the educational process and meet support needs; maintain equipment in peak operating condition; provide a clean school and safe working environment; ensure that facilities comply with applicable local, state, and federal building regulations; and minimize utility costs.

BACKGROUND

CISD has a current enrollment of more than 10,300 students housed in 16 schools. CISD's grade plan includes two primary schools (early childhood education to Grades 1 or 2), five elementary schools (early childhood education to Grade 4), three intermediate schools (Grades 5 to 6), three middle schools (Grades 7 to 8), two high schools (Grades 9 to 12), and one alternative school.

In the last few years, CISD has grown tremendously. Its enrollment has risen from 7,307 students in 1993-94 to 10,314 in 1998-99 (**Exhibit 3-1**).

Exhibit 3-1
Enrollment at CISD
1994-99



Source: Texas Education Agency, Public Education Information Management System, and CISD.

The district has experienced annual enrollment growth of 6 to 9 percent over the past four years. To accommodate this growth, CISD has built four new schools - Arlon Seay Intermediate, Mountain Valley Intermediate, Canyon Intermediate, and Spring Branch Middle - and a substantial number of temporary classroom buildings to house additional students.

According to district projections, CISD's enrollment will continue to grow by an annual rate of 5.3 percent between 1997-98 and 2003-04. This growth will require additional capacity for 1,417 students by 2003-04 (Exhibit 3-2).

**Exhibit 3-2
Total Classroom Capacity and Projected Enrollment Growth
1998-2004**

School	Capacity	1997-98		2003-04	
		Enrollment	(Over) Under Capacity	Enrollment	(Over) Under Capacity
Smithson Valley High	1,700	1,533	167	2,450	(750)
Canyon High	1,225	1,101	124	1,548	(323)
Subtotal	2,925	2,634	291	3,998	(1,073)
Spring Branch Middle	800	505	295	682	118
Smithson Valley Middle	900	503	397	710	190

Canyon Middle	650	598	52	876	(226)
Arlon Seay Intermediate	750	680	70	902	(152)
Mountain Valley Intermediate	400	267	133	412	(12)
Canyon Intermediate	675	625	50	731	(56)
Subtotal	4,175	3,178	997	4,313	(138)
Mountain Valley Elementary	804	692	112	923	(119)
Frazier Elementary	676	566	110	758	(82)
Comal Elementary	569	456	113	497	72
Bulverde Elementary	604	331	273	466	138
Bill Brown Elementary	781	741	40	951	(170)
Rahe Primary	617	533	84	642	(25)
Goodwin Primary	615	501	114	635	(20)
Subtotal	4,666	3,820	846	4,872	(206)
Total	11,766	9,632	2,134	13,183	(1,417)

Note: Table excludes alternative education programs.

Source: Maintenance and Operations Department, CISD; 1997 Facility Study Master Plan, Pfluger & Associates; and CISD.

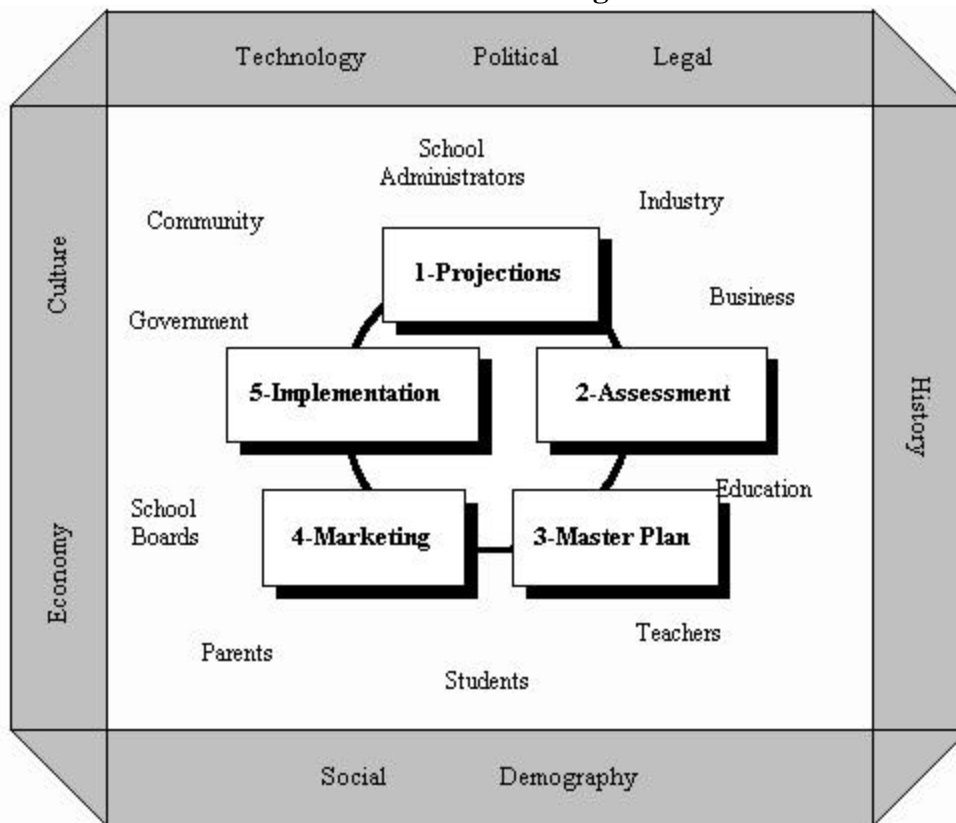
Chapter 3

FACILITIES USE AND MANAGEMENT

A. FACILITIES PLANNING

Effective facilities planning involves a formal planning process and a formal facilities master plan that serves as a guide for the construction and renovation of facilities. **Exhibit 3-3** presents a framework for analyzing facilities planning efforts. External factors to be considered in facilities planning include demographics; social, cultural, and economic trends; and technology.

Exhibit 3-3
Facilities Master Planning Model



Source: Texas School Performance Review.

An effective master plan builds on a school district's strategic plan, incorporating projected demographic trends, facility repair and renovation needs, and educational and operational space requirements. Community involvement and proper coordination with school administrators and other key personnel also are important. Finally, the plan should include critical

timelines necessary to complete facility construction 60 days prior to the beginning of a new school year.

CISD has established two facility planning committees during the last several years, the CISD Long Range Planning Committee and the CISD Conference Committee. The Long Range Planning Committee (LRPC) was formed by the superintendent in Fall 1993 for the purpose of developing a 1993 Master Plan. The LRPC has been reactivated twice since 1993. The LRPC met on February 4, 1997 and included five committee officers, 112 community members, and 37 district staff members. The goals outlined for the committee included studying demographic information, assessing the condition of district facilities, and preparing written recommendations to the Board of Trustees on how to accommodate future growth. The board selected an architectural firm on April 7, 1997 to assist and facilitate the LRPC in accomplishing its goals.

The final product of this planning process was the *1997 Facility Study Master Plan*. Based on the 1993 master plan, the 1997 plan included enrollment projections, an assessment of the condition of district facilities, two options for improving district facilities to meet projected needs, a detailed list of proposed improvements at district schools and support facilities, and cost estimates for the two options. In addition to the master plan, the LRPC also outlined several recommendations to address the district's facility needs (**Exhibit 3-4**).

Exhibit 3-4
Recommendations of the 1997 Long Range Planning Committee
June 24, 1997

Subject	Recommendation
School Size	Keep school size low: Elementary Schools - 800 students Middle Schools - 800 students High Schools - 1,500 students
Grade Alignment	Pursue elementary / middle / high school alignment instead of elementary / intermediate / middle / high school alignment.
Attendance Boundaries	Use the computer system in the Transportation Department to assist in the redrawing of attendance boundaries.
Traffic and Transportation	Locate schools close to populations served and eliminate intermediate schools to minimize traffic congestion and ride time on buses.
Master Planning	Update master plan document on an annual basis.

Preventive Maintenance	Establish a maintenance system of replacing carpeting, painting, replacing tile flooring, and updating restroom/plumbing fixtures on a regular basis.
Facility Expansion / Construction	Expand existing facilities up to maximum limits instead of building new facilities and add one new high school and two new elementary schools.

Source: Report to the Board of Trustees, Long Range Planning Committee, June 24, 1997.

The culmination of the 1997 planning effort was a \$92,185,000 bond election held on November 8, 1997. The bond election failed. After the failure of the bond election, the board appointed 14 community members to the CISD Conference Committee to determine the reasons for the failure of the bond election and recommend a future direction for facility improvements. Each board member selected two members for the Conference Committee. On June 23, 1998, the committee recommended a set of standards to address the district's continued enrollment growth (**Exhibit 3-5**).

Exhibit 3-5
CISD District Standards
June 23, 1998

- Establish standards for enrollment capacities at each school.
- Establish a set of standards for maintenance of existing campuses.
- Establish standards for new construction possibly using existing floor plans of buildings we already have, i.e. Bill Brown Elementary as the elementary standard, etc. The core facilities should be built with possible future expansion in mind.
- Purchase land now in anticipation of future growth.
- Possibly hire "specialists" outside the field of education providing a continuing high level of professionalism for the entire district.
- We all believe small schools are the best method for educating our students. We realize that many smaller capacity, permanent buildings are not financially practical. Therefore, we would encourage investigation of the "Schools within schools" concept and hire administrators who espouse this philosophy and can help implement it in our larger capacity high schools.

Source: Report to the School Board, CISD Conference Committee, June 23, 1998.

The CISD Conference Committee also made the following recommendations for facility expansion (**Exhibit 3-6**).

**Exhibit 3-6
Recommendations of the CISD Conference Committee
June 23, 1998**

Subject	Recommendation
School Size	Elementary Schools - 800/850 Intermediate Schools - 800/850 Middle Schools - 800/850 High Schools - 2,500
Facility Expansion / Construction	<p>Immediate Recommendations Build three new elementary schools</p> <p>Expand Canyon High School to 1,700 students and Smithson Valley High School to 2,500 students.</p> <p>Future Recommendations Increase Mountain Valley Elementary School to 800/850. Expand Canyon Intermediate School to 800/850. Build a new intermediate school of 500 (core 800). Expand Canyon Middle School to 800/850. Add a new high school with core facilities of 2,500.</p>

Source: Report to the School Board, CISD Conference Committee, June 23, 1998.

CISD held another bond election on May 1, 1999. The bond election was divided between two propositions totaling \$141,425,000. Proposition One will cost \$89,285,000 and requires a monthly tax increase of \$9.79 per \$100,000 of assessed property value. Proposition Two will cost \$52,140,000 and requires a monthly tax increase of \$4.54 per \$100,000 of assessed property value by 2002-2003.

CISD is not taking advantage of the economies of scale provided by shared educational facilities. The district has incorporated shared kitchen facilities at only one of four new schools built in the last two years. One kitchen serves both Mountain Valley Elementary and Mountain Valley Intermediate Schools. Although Arlon Seay Elementary and Spring Branch Middle Schools are located next to each other, the district has not considered using shared kitchen facilities for these schools. In all, TSPR estimates that each missed opportunity for constructing shared facilities costs the district more than \$69 per square foot in additional school construction expenses.

Also, CISD is building kitchens that are too large even when anticipated enrollment growth is taken into account (**Exhibit 3-7**).

**Exhibit 3-7
Kitchen Areas**

Construction Project	Projected 10-Year Increase in Enrollment	Daily Meals Served	Recommended Current / Projected * Square Footage	Actual Square Footage **	Over (Under) Recommended Current / Projected Size
Canyon High	53%	1,035	2,780 / 4,253	5,469	2,689 / 1,216
Spring Branch Middle	65%	470	1,709 / 2,820	2,988	1,279 / 168

** Projected square footage is based on the current square footage multiplied by the projected ten-year increase in enrollment.*

*** Excludes 10 percent as an estimate for serving lines. Source: School Foodservice Management, Dorothy VanEgmond Pannell and Maintenance and Operations Department, CISD.*

Although large kitchens can accommodate future growth, kitchens that greatly exceed projected needs are a poor use of CISD's limited financial resources. For example, the new kitchen at Canyon High School is more than 2,689 square feet larger than the recommended kitchen size, given the number of daily meals served at the school. Even with a projected increase in enrollment of 53 percent over the next 10 years, Canyon High will have a kitchen much larger than its projected square footage needs according to industry standards. In addition, the district requested bond funding for a

new high school that eventually may lessen the need for additional capacity at Canyon. CISD is spending \$2,514,566 to construct and approximately \$492,000 to equip Canyon's new kitchen and cafeteria facility.

During the planning of Smithson Valley High School in 1986, CISD chose to build a separate track and football field at an estimated cost of \$428,000 instead of constructing a shared facility for its two high schools. The district's two high schools are about 20 miles apart. CISD also spends an estimated \$20,000 annually in salaries and benefits to maintain both sporting facilities.

By contrast, Socorro Independent School District (SISD), with more than 22,100 students, uses one athletic field to serve its three high schools. Enrollment at two of these high schools is more than 2,200 students, while the third has more than 1,200 students. The longest distance between any of these three schools is about five miles. SISD works with the schools to schedule events on alternating nights and to resolve any scheduling conflicts.

Recommendation 26:

Identify opportunities to build shared facilities to minimize construction costs and maximize facility usage and devise a master plan for incorporating these facilities in future construction projects.

CISD should build more shared kitchen facilities in new facility construction projects and use industry standards to determine appropriate kitchen sizes. If the district decides to build a new high school, it also should consider using one of its existing stadiums to serve two high schools, depending on the location of the new facility.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Maintenance and Operations identifies opportunities for shared facilities with the Food Service coordinator, Athletics director, and other district personnel.	July 1999
2.	The director of Maintenance and Operations refines potential shared facility opportunities and estimates construction and operating savings from the identified opportunities.	August 1999
3.	The superintendent and director of Maintenance and Operations propose shared service opportunities along with estimated savings to the Board of Trustees.	September 1999
4.	The Board of Trustees approves the incorporation of the shared	September

	facility proposals into the district's Facilities Master Plan.	1999
5.	The director of Maintenance and Operations incorporates the shared facility proposals into the district's Facilities Master Plan.	October 1999

FISCAL IMPACT

With the construction of one new school by 2003-04, planning and building shared facilities could save the district an estimated \$400,000 in kitchen equipment and \$118,310 in construction costs (\$69.23 x 1,709 square feet). If the district decides to build a new high school by 2003-04 as indicated in the bond proposition, the use of an existing stadium to serve more than one high school could save an additional \$428,000.

Chapter 3

FACILITIES USE AND MANAGEMENT

B. FACILITIES USE

CISD has 658 permanent and temporary classrooms and a total facilities capacity sufficient for 11,766 students. In all, the district has an adequate number of classrooms to house its student population (**Exhibit 3-8**).

Exhibit 3-8
Total School Classroom Capacity
1997-98

School	Number of Classrooms	Number of Teachers	Percent of Teachers with Classrooms	Total Capacity	1997-98 Enrollment	(Over) Under Capacity
Smithson Valley High	83	108	77%	1,700	1,533	167
Canyon High	66	89	74%	1,225	1,101	124
Subtotal	149	197	76%	2,925	2,634	291
Spring Branch Middle	46	32	143%	800	505	295
Smithson Valley Middle	47	37	127%	900	503	397
Canyon Middle	50	43	116%	650	598	52
Arlon Seay Intermediate	39	39	100%	750	680	70
Mountain Valley Intermediate	22	18	122%	400	267	133
Canyon Intermediate	37	36	103%	675	625	50
Subtotal	241	205	118%	4,175	3,178	997

Mountain Valley Elementary	44	47	93%	804	692	112
Frazier Elementary	38	39	97%	676	566	110
Comal Elementary	40	31	129%	569	456	113
Bulverde Elementary	28	24	117%	604	331	273
Bill Brown Elementary	47	45	104%	781	741	48
Rahe Primary	37	35	106%	617	533	84
Goodwin Primary	34	33	103%	615	501	114
Subtotal	268	254	106%	4,666	3,820	846
Total	658	656	100%	11,766	9,632	2,134

Note: Table excludes alternative education program. Source: PEIMS, Texas Education Agency and 1997 Facility Study Master Plan, Pfluger Associates.

Temporary buildings provide 13 percent of the district's capacity. Although 13 percent is above the generally accepted limit of up to 10 percent of students, the district is pursuing bond funding to build additional permanent capacity (**Exhibit 3-9**).

**Exhibit 3-9
Total Permanent and Temporary Classroom Facilities
1997-98**

School	Permanent Capacity	Temporary Capacity *	Total Capacity	Percent of Temporary
Smithson Valley High	1,500	200	1,700	12%
Canyon High	1,075	150	1,225	12%
Subtotal	2,575	350	2,925	12%

Spring Branch Middle	800	0	800	0%
Smithson Valley Middle	700	200	900	22%
Canyon Middle	650	0	650	0%
Arlon Seay Intermediate	750	0	750	0%
Mountain Valley Intermediate	400	0	400	0%
Canyon Intermediate	675	0	675	0%
Subtotal	3,975	200	4,175	5%
Mountain Valley Elementary	672	132	804	16%
Frazier Elementary	588	88	676	13%
Comal Elementary	525	44	569	8%
Bulverde Elementary	252	352	604	58%
Bill Brown Elementary	693	88	781	11%
Rahe Primary	441	176	617	29%
Goodwin Primary	483	132	615	21%
Subtotal	3,654	1,012	4,666	22%
Total	10,204	1,562	11,766	13%

*Note: * as of January 12, 1998.*

Source: Maintenance and Operations Department, CISD.

Most of CISD's elementary schools, including Bill Brown Elementary, Frazier Elementary, Mountain Valley Elementary, Bulverde Elementary, Rahe Primary, and Goodwin Primary, have more than 10 percent of their capacity in temporary buildings. CISD is renovating Goodwin Primary and plans to build three new elementary schools as part of its \$141 million

bond package. Temporary capacity makes up 12 percent of the total capacity at the district's two high schools.

FINDING

CISD has not adjusted its attendance boundaries to optimize facility usage. With the opening of Spring Branch Middle School in January 1998, the board analyzed changing attendance boundaries, but did not agree on attendance boundaries for the district's middle schools. As a result, the board placed all seventh-grade students at Spring Branch Middle School and eighth-grade students at Smithson Valley Middle School. This unnecessarily increases travel time for students and the district's transportation expenses.

Travel times for CISD's bus riders are long. One factor contributing to long travel times is the district's geography; many students simply live a long way from their schools. Other factors, however, are within the district's control. These factors include the time spent waiting for school to start or for buses to arrive, and the time spent in transferring between buses.

Students transfer between buses at Smithson Valley Middle School and Spring Branch Middle School. Seventh-grade students who attend Spring Branch Middle School but live closer to Smithson Valley Middle School are bused to Smithson Valley Middle School and then transfer to the same neighborhood routes ridden by Smithson Valley Middle School eighth-grade students. Eighth-grade students who attend Smithson Valley Middle School but live closer to Spring Branch Middle School are bused to Spring Branch Middle School and transfer as well. Buses travel an additional 31,500 miles annually on the transfer routes, which cost the district 19 cents per mile for fuel and maintenance supplies.

Recommendation 27:

Review and adjust attendance zone boundaries and eliminate student transfers at Smithson Valley and Spring Branch Middle Schools.

The district should adjust attendance zone boundaries to serve seventh- and eighth-grade students at Smithson Valley and Spring Branch Middle Schools and eliminate the need to transfer students between these schools.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Facilities Planning Committee recommends revisions in attendance zone boundaries based on enrollment projections and other criteria addressed during the facilities planning process.	July 1999
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2.	The superintendent and board approve, after any necessary changes, recommended revisions to attendance zone boundaries.	July 1999
3.	The director of Transportation eliminates the transfer routes between Smithson Valley Middle and Spring Branch Middle Schools.	August 1999

FISCAL IMPACT

Eliminating student transfers at Smithson Valley and Spring Branch Middle Schools could save the district 31,500 miles of annual travel. At a rate of 19 cents a mile for maintenance and fuel costs, the district should save \$5,985 annually. In addition, driver hours would decrease by 1,875. At an average rate of \$8.89 an hour, plus 18.03 percent for benefits, the district could save an additional \$19,674 annually for total savings of \$25,659 annually.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Review and adjust attendance zone boundaries and eliminate student transfers at Smithson Valley and Spring Branch Middle Schools.	\$25,659	\$25,659	\$25,659	\$25,659	\$25,659

FINDING

Central office facilities allocated to Human Resource Services are inadequate for the district's human resources functions. Because of the confidential nature of many conferences conducted by individuals in the personnel function, it is critical that the district provide space for private meetings and interviews. Yet only one office, the director's, has a door and can be used for confidential meetings or telephone conversations.

Furthermore, the division has no space to allow principals and other departmental supervisors to sit in the Human Resource Services office and read personnel files or job applications. Human Resource Services does not allow personnel files to leave the office, which is prudent; however, its current space constraints make it extremely difficult for supervisory employees to review employee files, which can be a critical part of their duties. Similarly, there is no space for walk-in applicants to complete applications for employment.

Moreover, the Human Resource Services filing system has reached its space limits. Inactive files are microfilmed after one year, which saves a

substantial amount of storage space; however, the division's filing cabinets are full and there is no room for additional cabinets. This has prompted the storage of some files in other, less secure locations. Another problem with the office space is the fact that it does not comply with the requirements of the federal American with Disabilities Act (ADA). Although ADA does not require the renovation of every existing building, it does require existing buildings to meet ADA standards when they are renovated.

The district and the board have discussed several options to solve these deficiencies. These include retrofitting an unused meeting room (formerly the board room) in the Central Office; adding new office space to the alternative school currently under construction; or moving Human Resource Services into the Food Services building and moving Food Services elsewhere.

Given the nature of its business, many districts have found it most desirable for Human Resource Services to be located in the same building as the rest of central administration.

Recommendation 28:

Move Human Resource Services into the unused boardroom located in the central office.

Of the three options, retrofitting the former boardroom would be the least costly, most expedient, and least disruptive option.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board includes funding to retrofit the former boardroom for Human Resource Services in the 1999-2000 budget.	June 1999
2.	The director of Human Resource Services works with the facilities director and with an architect to design a layout for office space in the boardroom.	June 1999
3.	The director of Facilities and the architect identify a contractor to complete the retrofit of the boardroom.	July 1999
4.	The contractor reconfigures the boardroom into a minimum of two private offices, a private conference area, and open space to accommodate four support workers.	September 1999
5.	The Human Resource Services department moves into the new office space.	September 1999

FISCAL IMPACT

According to a district estimate, retrofitting the former boardroom into offices would cost about \$40,000.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Move Human Resource Services into the unused boardroom.	(\$40,000)	\$0	\$0	\$0	\$0

FINDING

CISD's warehouse facilities are inadequate. The district's warehouse space is spread among four separate facilities: a general supplies warehouse, a Food Services warehouse, a maintenance storage/work space, and textbook storage space. These facilities are deficient in several areas (**Exhibit 3-10**).

Exhibit 3-10 Assessment of Warehouse Facilities

Storage Guidelines and Procedures	Yes or No	Assessment
1. Storage space is centralized and easily located through an orderly storage system or through coding.	No	The district has two warehouse facilities, a general supplies warehouse and a Food Service warehouse. In addition, the district stores discarded desks and equipment waiting for surplus auction at its maintenance storage area/work room. Textbooks are stored in a rental mini-warehouse unit.
2. Storage space is free of excessive heat, cold and moisture and damage by insects and rodents.	No	The district's textbooks are stored in a rental mini-warehouse that exposes the books to excess heat and moisture.
3. Warehouse employs some type of security to prevent theft by employees.	No	The warehouse is not equipped with secured space for storing computer technology and other high-value items during the day.

Source: Texas School Performance Review, and Warehouse Department, CISD.

CISD stores textbooks worth more than \$200,000 in a rental mini-warehouse unit that exposes the books to excessive heat, cold, moisture, and damage by insects and rodents. The cost of additional warehouse space is estimated at \$80 a square foot.

Recommendation 29:

Develop a comprehensive warehouse plan and either add additional warehouse space to the general supplies warehouse or seek to purchase space for textbook storage.

The additional warehouse space needed for textbooks is estimated at 1,000 square feet and must be climate controlled. As the district grows, CISD may prefer to relocate the entire warehouse to a large, more appropriate, facility so that all warehousing operations are *centralized*.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Business Operations reviews the warehouse needs of all operational departments.	June 1999
2.	The director of Business Operations and the director of Maintenance and Operations propose a plan for meeting the warehouse facility needs of the district's operational areas.	July 1999
3.	The superintendent approves, with any necessary adjustments, the proposed plan.	August 1999
4.	The superintendent and the directors of Business Operations and Maintenance and Operations propose the warehouse plan to the board.	September 1999
5.	The board reviews and approves the incorporation of the warehouse expansion plan into the district's Facilities Master Plan and budgets funds to pay for the project.	September 1999
6.	The director of Maintenance and Operations incorporates the plans into the district's Facilities Master Plan and begins construction.	October 1999

FISCAL IMPACT

The cost of completing the addition to the general supplies warehouse is estimated at \$80,000 (1,000 square foot x \$80 a square foot). Should the district decide to relocate the facility, the overall cost for purchasing or relocating the facility should be compared to the cost for expansion, and CISD should choose the most economical option.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Add additional warehouse to the general supplies warehouse for textbook storage.	(\$80,000)	\$0	\$0	\$0	\$0

FINDING

The Food Services warehouse was built in 1997. The facility was designed to allow for future expansion, including cold and freezer storage; however, the board declined to build out the cold and freezer storage sections of the warehouse, electing instead to build only dry storage, without climate control in the warehouse portion of the facility. This forces suppliers to deliver foodstuffs directly to the schools and relegates the warehouse facility to storing nonperishable paper goods and spices. A related problem is the delivery of foodstuffs to kitchens during serving times. Since suppliers deliver foodstuffs directly to school kitchens, it is difficult to regulate suppliers' delivery schedules. As a result, suppliers deliver foodstuffs during serving times, when food service employees are the busiest.

According to the Food Services Department, Sysco Food Service, one of the district's prime suppliers, declined to bid beginning in Spring 1997. Another supplier declined to bid in Spring 1999. At present, Food Services has only two major suppliers for food products and pays more for certain basic items than previous suppliers charged (**Exhibit 3-11**).

Exhibit 3-11
Cost Comparison
Sysco Food Service versus Ben E. Keith
1997 and 1998

Description	Sysco Fall 1997	Ben E. Keith Fall 1998	Percent Difference
Fajita Seasoning Salt, 6/30 oz.	\$29.64	\$34.08	15.0%
Squash Yellow Sliced, Frozen, 12/3 lb.	20.74	24.66	18.9
Pork Ham Sliced	17.15	20.35	18.7
Corn Dog, Mini, 240/.67 oz.	16.10	18.00	11.8
Peas Green, Frozen, 1/20 lb.	12.88	14.17	10.0

Average			14.9%
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Source: CISD Food Services Department.

The reduction in the number of competitive bids has driven food costs up. While industry standards dictate a maximum food cost of 40 percent of total expenditures, CISD's food expenses have ranged between 40.6 and 45.8 percent of total expenditures over the last five years. In 1997-98, food expenses were 42.2 percent of total expenditures (**Exhibit 3-12**).

Exhibit 3-12
Food Service Department Expenditures
1993-1998

	1993-94	1994-95	1995-96	1996-97	1997-98	% Increase
Labor	\$792,993	\$769,173	\$835,896	\$1,029,381	\$1,166,322	47.1%
Food	685,532	796,179	760,863	898,983	1,056,539	54.1
Paper	93,311	93,648	90,709	97,428	122,555	31.3
Miscellaneous*	3,116	37,198	68,095	77,213	100,235	3116.8
Equipment**	112,202	40,576	32,093	32,315	38,556	-65.6
Indirect Overhead				11,981	18,000	N/A
Total	\$1,687,154	\$1,736,774	\$1,787,656	\$2,147,301	\$2,502,207	48.3%
Food Costs as % of Total	40.6%	45.8%	42.6%	41.9%	42.2%	

* Includes purchased equipment with a value of \$5,000 or less.

** The purchase of a computer system in 1993-94 caused high equipment costs in this year.

Note: Three new schools opened in 1996-97, and another school opened in 1997-98.

Source: CISD Food Service Department.

While total district enrollment has risen by 33.5 percent over the past five years, food expenses have increased more than 50 percent. Most of the

increase occurred in 1996-97, when food expenses jumped 18 percent over the previous year; enrollment increased by less than 7 percent in the same year (**Exhibit 3-13**).

Exhibit 3-13
Comparison of Increase in Food Expenses to Increase in Enrollment
1995-98

	1994-95	1995-96	1996-97	1997-98
Percent increase in food expenses	16.1%	-4.4%	18.2%	17.5%
Percent increase in enrollment	9.4%	7.4%	6.6%	6.5%

Source: CISD Food Services Department, AEIS 1994-95 through 1997-98.

The cold and freezer storage sections of the Food Services warehouse could be completed in the next phase of warehouse construction. Schematics prepared by a San Antonio engineering firm call for this phase to include construction of a 4,000 square foot freezer, a 480 square foot cooler, and an additional 720 square feet of dry storage. The Food Services coordinator has revised the plan slightly by reallocating the proposed space; her suggestion would include an additional 2,000 square feet of dry storage, a 1,000 square foot cooler, and a 3,000 square foot freezer.

A central Food Services warehouse would help attract new suppliers and could convince previous suppliers to bid again; however, to make this recommendation viable, the warehouse would need cold storage and freezer storage, and a refrigerated truck to deliver cold and frozen goods to the schools.

Recommendation 30:

Build out the central Food Services warehouse in accordance with its original design, including cold and freezer storage.

According to schematics provided by the Food Services Department, completion of the central Food Services warehouse would result in an additional 720 to 2,000 square feet of dry storage, 480 to 1,000 square feet of cooler space, and 3,000 to 4,000 square feet of freezer space. Having central storage, especially for cold and frozen items, would reduce food costs because more suppliers would bid, and they would not charge premiums for delivery to multiple campuses.

A central receiving area also would solve the problem of suppliers making deliveries to the kitchens during serving times, since CISD Food Services

warehouse personnel would receive the orders and could deliver food to the schools at times convenient to the schools. Additionally, warehouse personnel would be responsible for checking deliveries against orders and invoices. This would ensure tighter controls on vendor deliveries.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Food Services coordinator proposes the completion of the central Food Services warehouse to the director of Business Operations.	June 1999
2.	The director of Business Operations and the director of Maintenance and Operations incorporate the proposed completion of the warehouse into their plan for warehouse facility needs.	July 1999

FISCAL IMPACT

The district estimates the cost of completing the central Food Services warehouse at \$750,000. TSPR conservatively estimates that the remodeled warehouse would allow the district to reduce its food costs by \$105,653 annually (\$1,056,539 x 10 percent). The cost of a refrigerated truck is estimated at \$35,000; annual mileage is estimated at 30,000 miles and operating expenses are estimated to be 19 cents a mile plus \$250 a month for required maintenance after 500 hours of operation. In all, the refrigerated truck should cost the district about \$8,700 annually.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Build out central Food Services warehouse to its original design.	(\$750,000)	\$0	\$0	\$0	\$0
Purchase a refrigerated truck to transport food to schools.	\$0	(\$35,000)	\$0	\$0	\$0
Operate the truck.	\$0	(\$8,700)	(\$8,700)	(\$8,700)	(\$8,700)
Reduce food costs.	\$0	\$105,653	\$105,653	\$105,653	\$105,653
Total	(\$750,000)	\$61,953	\$96,953	\$96,953	\$96,953

Chapter 3

FACILITIES USE AND MANAGEMENT

C. CONSTRUCTION MANAGEMENT

To manage construction projects, Texas school districts can choose among six methods outlined by *Project Delivery for Texas Public Schools, 1997*, a publication of the Texas Education Agency (TEA). These delivery methods are competitive bidding, competitive sealed proposals, construction management at risk, construction management-agent, design/build, and bridging. These six methods differ in three principal ways: the number of contracts held by a district, the type and extent of assistance provided by the builder in the design phase, and the level of district participation in subcontract awards.

School districts typically use the competitive bidding and competitive sealed proposals to select firms to design and construct new facilities. In these methods, the district selects an architect/engineering firm to design the project and a general contractor to perform the work. Both the architect/engineering firm and the general contractor report directly to the district.

Under construction management, the district selects the architect/engineering firm and a construction manager. The two types of construction managers are construction manager-agent and construction manager at risk. The construction manager-agent serves as an agent for the district in providing administration and management services in place of a general contractor, while the construction manager at risk serves as the general contractor and assumes the risk for construction. Firms serving as construction managers are selected under the "request for proposals" provisions of the Texas Education Code.

The advantages of general contracting include open, aggressive bid competition, a defined project scope, upfront knowledge of construction costs, and a central point of control (**Exhibit 3-14**). Construction management provides more flexibility in the selection process and design-phase assistance and facilitates "fast tracking" and phased projects.

Exhibit 3-14
Advantages and Disadvantages
General Contracting versus Construction Management

Advantages	Disadvantages
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General Contracting	
Open, aggressive bid competition.	Difficulty in "fast-tracking" project.
Defined project scope.	Limited design-phase assistance.
Construction cost known on bid date.	
Central point of control.	
Direct reporting of architect/engineers to district during conflict.	
Construction Management	
Selection flexibility.	Difficulty in ensuring cost-competitiveness.
Design phase assistance.	Lack of a clear definition of construction management in state statutes.
Early estimation of construction cost.	Potential of construction manager siding with subcontractors in a dispute.
Facilitates "fast tracking" and phased projects.	Requires district to assume additional liability.

Source: Project Delivery for Texas Public Schools, 1997 and Texas School Performance Review.

The last two project delivery methods are design-build and bridging, a form of design-build. Under design-build, the district contracts with a single entity to both design and construct a project. The design-build team includes a contractor, architect, and engineer. Although common in the private sector, design-build methods are used less frequently in the public sector due to the loss of checks and balances and the level of expertise required to manage the business relationships.

Although CISD historically has relied on architectural services and general contracting to design and construct new facilities, CISD has examined alternatives, including construction management at risk, construction manager-agent, and design-build. In a report to the board on June 23, 1998, the CISD Conference Committee encouraged the board to consider all three alternatives.

FINDING

CISD contracts the design of each new school separately and has not developed "prototype" schools. As a result, the district has no starting

point from which to begin its design process. In addition, the district's operational managers have not identified general standards for their operational areas. For example, kitchens at some schools are too large, while the circulation for bus and automobile traffic at other schools was poorly planned. The lack of prototype facilities forces each architect hired by the district to redetermine the district's needs during the design process.

CISD uses a graduated scale to pay for architectural/engineering basic services for new school construction projects (**Exhibit 3-15**).

Exhibit 3-15
Compensation for Architectural/Engineering Basic Services

Project Construction Budget	Compensation As a Percent of Budget
\$200,000 or less	8.25%
\$200,000 to \$500,000	7.5%
\$500,000 to \$1,000,000	6.75%
\$1,000,000 to \$5,000,000	6.25%
\$5,000,000 or more	6.0%

Source: Maintenance and Operations Department, CISD.

During its last four new school construction projects, CISD spent between 4.4 percent and 5.2 percent of the project construction costs for architectural and engineering services. The average construction cost of these four schools was \$6,633,215.

United ISD, by contrast, has created one prototype design for its new elementary schools and one for new middle schools. The designs are modified as needed to adapt each new school to its site and its specific programs. Through the use of these prototype designs, the district has reduced architectural fees from about 9 percent to 3 percent of total project costs, saving the district about \$200,000 per new school.

In its report of June 23, 1998, the CISD Conference Committee recommended the establishment of "standards for new construction possibly using existing floor plans of buildings we already have, i.e. Bill Brown Elementary as the elementary standard, etc."; however, the district has not implemented this recommendation.

Recommendation 31:

Develop prototype designs for schools and use these designs for current and future construction projects.

CISD should review proposals from various architects and select the architect and the designs that best meet the district's needs. As new schools are designed, the prototypes are developed and used for other schools of the same type and grade level.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent and board hear proposals from various architectural firms for prototype designs.	June 1999
2.	The Facilities Planning Committee develops prototype designs for its new elementary with the assistance of an independent consultant/architect.	August 1999
3.	The Facilities Planning Committee circulates the prototype designs to key individuals in the district and the community for feedback and revision.	September 1999
4.	The superintendent and the board approve the recommended prototype designs for new elementary schools.	September 1999
5.	The district begins construction of the elementary schools and begins developing high schools prototype designs.	September 1999 and Ongoing

FISCAL IMPACT

The district should be able to develop prototype designs for elementary and middle schools by using existing designs. With the construction of three new elementary schools by 2001-02, as called for in the current bond proposal, prototype designs should save the district an estimated 2 percent of project construction costs or \$178,742 per elementary school constructed (\$8,937,120 x 2 percent). Additional savings may be possible as the district constructs other schools but actual savings could not be estimated at this time.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Develop prototype designs for schools.	\$0	\$178,742	\$178,742	\$178,742	\$0

FINDING

The Maintenance and Operations Department has not documented design development and construction standards for its school facilities. Such standards would allow the district to determine its building material and system needs before the design process begins. Without standards, the district must decide the needs of each school on a case-by-case basis.

CISD's construction costs appear high compared to industry standard average costs per square foot (**Exhibit 3-16**).

**Exhibit 3-16
Cost per Square Foot
New School Construction**

Construction Project	Actual Construction Cost	Square Footage	Actual Cost per Square Foot	Industry Standard
Arlon Seay Intermediate	\$6,407,095	77,000	\$83.21	\$69.23
Mountain Valley Intermediate	\$4,961,985	59,000	\$84.10	\$69.23
Canyon Intermediate	\$6,073,613	84,000	\$72.30	\$69.23
Spring Branch Middle	\$9,090,169	105,000	\$86.57	\$69.23
Average	\$6,633,215	81,250	\$81.54	\$69.23

Source: Maintenance and Operations Department, CISD and School Planning and Management.

According to *School Planning and Management*, a national publication specializing in school construction and planning, school construction costs average \$69.23 per square foot for middle and junior high schools in Texas, Louisiana, Oklahoma, and Arkansas. Actual school construction expenses for the last four intermediate and middle schools built by CISD were \$12.31 higher than the four-state average. These construction projects did not include all related construction costs, and an additional \$1.5 million was needed to finish the four schools. The construction costs of these schools, however, were higher because of several factors stemming from their location in the hill country of central Texas. These factors include the strong demand for construction services in the Austin - San Antonio area, the distance of the school sites from major metropolitan areas, the lack of municipal water and sewage systems, and the difficulties

of construction in very rocky and hilly terrain. All of these factors increase the cost of building a school in CISD.

On the other hand, CISD issued an average of 15 change orders-that is, a formal request to adjust the scope of a construction project-per school during its last four school construction projects, and many of these change orders include multiple changes. According to district personnel, new school construction projects typically have four to nine change orders per project. These change orders cost an average of \$35,131 each (**Exhibit 3-17**).

Exhibit 3-17
Change Orders
New Construction Projects
1996-98

Construction Project	Year of Project	Number of Change Orders	(Cost) of Change Orders	Reasons for Change Order
Arlon Seay Intermediate	1996	19	(\$178,879)	Improvements, architect / engineering error, value engineering
Mountain Valley Intermediate	1996	16	\$46,179	Improvements, architect / engineering error, value engineering
Canyon Intermediate	1996	20	(\$185,098)	Improvements, unexpected repair items, architect / engineering error, value engineering
Spring Branch Middle	1998	6	\$177,274	Improvements, errors, value engineering, architect / engineering liquidated damages*
Average	-	15	\$35,131	-

*Note: * The contractor for Spring Branch Middle School was unable to complete the project due to bankruptcy, and the district was awarded damages for the delays in project completion.*

Source: Maintenance and Operations Department, CISD.

The reasons for these changes include facility improvements not included in the approved bid, architectural and engineering errors, value engineering, and unexpected repair items found during construction. Value engineering is a tool for identifying and eliminating unnecessary expenditures in the construction process. Although the cost of change orders is small - averaging 6 percent of total project costs - the large number of change orders, particularly for improvements, indicates a lack of agreement among district and school administrators about design and construction preferences.

Recommendation 32:

Develop a Design and Construction Standards Handbook.

The district should evaluate its building materials and systems and compile a design and construction standards handbook. Life-cycle costing, which considers the initial purchase price of materials and systems, and the cost of operating them over their useful life, should be conducted for all construction projects and equipment.

After this evaluation, the district should incorporate its findings into a design and construction standards handbook. The handbook should be developed in an electronic format to facilitate future updates and changes.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Facilities Planning Committee develops a design and construction standards handbook with the assistance of an independent consultant/architect.	August 1999
2.	The Facilities Planning Committee circulates the handbook to key individuals in the district and community for feedback and revision.	September 1999
3.	The superintendent and Board of Trustees approve the recommended handbook.	October 1999

FISCAL IMPACT

The cost for independent consultant/architect assistance at \$100 an hour for 80 hours is \$8,000. Thus, the development and documentation of a design and construction standards handbook is estimated at \$8,000.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
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Develop a design and construction standards handbook.	(\$8,000)	\$0	\$0	\$0	\$0
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FINDING

CISD uses architectural services and general contractors for the design and construction of its new facilities. The on-time performance of general contractors has ranged from just three days to five months behind schedule (**Exhibit 3-18**).

Exhibit 3-18 On-Time Performance Construction Projects

Construction Project	Year of Project	Original Completion Date	Actual Completion Date	Days Behind Original Schedule
Bulverde Elementary	1998	7/31/98	08/03/98	3
Comal Elementary	1997	8/1/97	08/15/97	14
Canyon Middle	1997	7/31/97	08/18/97	18
Mountain Valley Intermediate	1996	11/01/96	12/16/96	45
Rahe Primary	1997	10/3/97	11/18/97	45
Smithson Valley High	1997	3/17/97	05/09/97	52
Arlon Seay Intermediate	1996	11/01/96	01/07/97	66
Canyon Intermediate	1996	11/01/96	01/15/97	74
Smithson Valley Middle	1997	7/31/97	11/18/97	107
Spring Branch Middle	1998	10/6/97	03/08/98	152
Canyon High	1999	6/30/99	Under construction	
Goodwin Primary	1999	N/A	Under construction	

Source: Maintenance and Operations Department, CISD.

Despite these delays in project completion, the actual cost of construction has ranged from 16 percent under original budgeted costs to 4 percent over (Exhibit 3-19).

**Exhibit 3-19
Budgeted versus Actual Cost
Construction Projects**

Construction Project	Year of Project	Original Budget	Actual Costs	(Over) Under Budget
Smithson Valley Middle	1997	\$2,243,000	\$1,870,253	\$372,747
Spring Branch Middle	1998	\$7,373,000	\$7,195,726	\$177,274
Bulverde Elementary	1998	\$730,000	\$688,230	\$41,770
Mountain Valley Intermediate	1996	\$3,866,086	\$3,819,907	\$46,179
Canyon Middle	1997	\$766,000	\$750,449	\$15,551
Comal Elementary	1997	\$644,000	\$670,095	(\$26,095)
Smithson Valley High	1997	\$1,122,500	\$1,158,326	(\$35,826)
Rahe Primary	1997	\$1,746,802	\$1,786,021	(\$39,219)
Arlon Seay Intermediate	1996	\$4,706,103	\$4,884,982	(\$178,879)
Canyon Intermediate	1996	\$4,317,811	\$4,502,909	(\$189,098)
Canyon High	1999	\$3,174,000	NA	NA

Source: Maintenance and Operations Department, CISD.

CISD uses a modified American Institute of Architects contract to obtain architectural and general contracting services and submits each construction contract for review by an attorney specializing in such contracts; however, the district only recently began incorporating penalties to ensure on-time and under-budget completion. Daily penalties were incorporated into recent contracts for Spring Branch Middle School (\$1,000 per day), Goodwin Primary School (\$600 per day), and Canyon High School (\$450 and \$650 per day); however, according to district personnel, daily penalties are not yet a standard component of the district's construction contracts.

Recommendation 33:

Develop a policy requiring in-district construction contracts to include financial incentives or penalties to ensure on-time completion.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Maintenance and Operations drafts a policy requiring district construction contracts to include financial incentives or penalties to ensure on-time completion and submits to board for approval.	July 1999
2.	The superintendent approves the policy.	August 1999
3.	The district's attorney consistently incorporates financial incentives into the district's construction contracts.	September 1999 and Ongoing

FISCAL IMPACT

This recommendation could be implemented with existing resources.

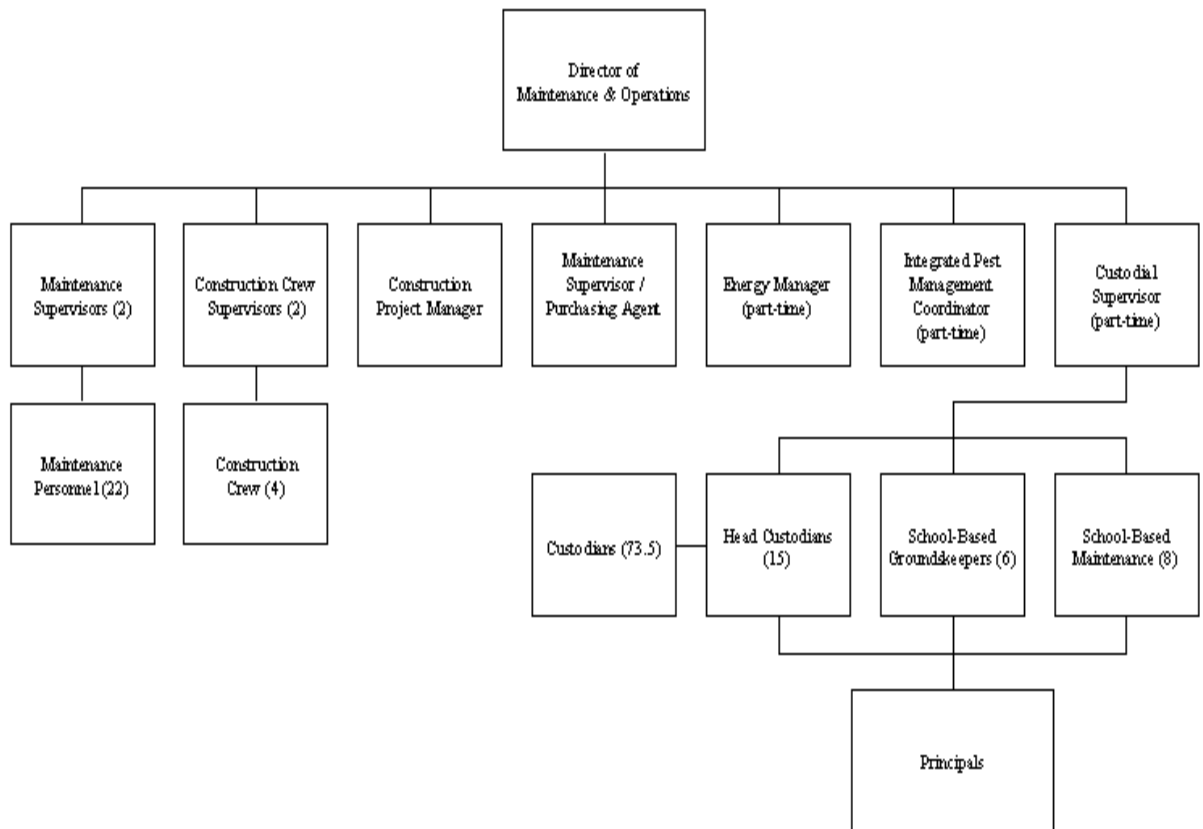
Chapter 3

FACILITIES USE AND MANAGEMENT

D. MAINTENANCE OPERATIONS

The Maintenance and Operations Department has four full-time supervisors for its maintenance employees and construction crew, a full-time construction project manager, and part-time managers for maintenance work orders, energy management, and custodial services. The district has a construction crew of six employees dedicated to building portable buildings. The district also shares its part-time position for pest management with New Braunfels ISD. This person serves as integrated pest control coordinator for both districts and provides all pest control services for CISD (**Exhibit 3-20**).

Exhibit 3-20
Organization of Maintenance and Operations Department



Source: CISD Maintenance and Operations Department.

The maintenance supervisors manage 22 employees. Each construction crew supervisor manages a two-member construction crew. School principals manage the daily activities of the head custodians, eight school-based maintenance employees, and six school-based groundskeepers. The custodial supervisor coordinates the activities of the custodians, groundskeepers, and maintenance employees, including hiring and training.

CISD considered the use of a third-party contractor for maintenance in November 1997. The lowest bidder's cost was \$125,000 lower than the district's existing budget, and the bidder's proposal included limits on non-maintenance work orders. District management did not pursue this option.

FINDING

The Maintenance and Operations Department uses performance measures, such as the number of work orders per day and number closed per day, to manage daily operations and staff performance; however, board members, the superintendent, and school administrators have different views on the department's true purpose. Without a consensus among and direction from the superintendent and board members, the department has not been able to clearly document its mission, objectives, and goals. As a result, the district lacks a means of judging the department's performance effectively. The lack of a clear mission hinders the department from prioritizing its workload.

Recommendation 34:

Develop a departmental mission, objectives, and goals with performance measures for the Maintenance and Operations Department.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Maintenance and Operations defines the mission of the Maintenance and Operations Department.	June 1999
2.	The superintendent reviews and approves the proposed mission.	June 1999
3.	The superintendent communicates the mission of the Maintenance and Operations Department to board members and central and school administrators.	July 1999
4.	The director of Maintenance and Operations develops goals, objectives, and performance measures to direct and manage the department's operations and to facilitate the accomplishment of its	August 1999

mission.	
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FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

CISD uses maintenance employees to complete capital improvement projects at the expense of proper maintenance of its existing facilities.

With 32 maintenance employees (24 district maintenance and eight school-based maintenance employees), the district has more maintenance employees per student and per square foot than most of its peer districts, as determined by its maintenance employee-to-student and square foot ratios

(Exhibit 3-21).

**Exhibit 3-21
Maintenance Staffing Comparison
CISD and Peer School Districts
January 1999**

School District	5-Year Annual Enrollment Growth	1997-98 Enrollment / Square Feet	Maintenance Employees	Maintenance Employees to Student and Sq. Ft. Ratios	Percent of Man-hours on Capital Improvements
Comal ISD	7.5%	9,753 / 1,412,600	32 *	1:304 / 1:44,143	38%
Seguin ISD	1.0%	7,353	22	1:334	N/A
Judson ISD	3.2%	15,829 / 2,242,000	39	1:406 / 1:57,487	30%
Northeast ISD	1.9%	46,718 / 5,500,000	135	1:346 / 1:40,740	5%
New Braunfels ISD	1.8%	5,854 / 750,000	14	1:418 / 1:53,571	5%
Pflugerville ISD	8.8%	11,593 / 1,500,000	20	1:580 / 1:75,000	25%

N/A indicates not available.

*Note: * includes eight school-based maintenance employees.*

Source: Maintenance and Operations Department, CISD and Peer School Districts.

CISD has chosen, however, to use its additional maintenance staffing to construct ancillary facilities for its new schools and for other capital improvement and service projects. The Maintenance and Operations Department's 24 district employees completed a total of 2,439 work orders in 1997-98. (The eight school-based maintenance employees completed additional work; however, their work is not tracked through the district's maintenance work order system.) The district estimates that 35 percent of Maintenance and Operations' work orders in 1997-98 were for non-maintenance jobs. In addition to its 32 maintenance employees, the district has a six-member construction crew entirely dedicated to capital improvement projects and the construction of portable classroom buildings.

CISD historically has contracted for only the core component of new facilities, and relies on Maintenance and Operations to construct ancillary improvements such as bus canopies, parking lots, sprinkler systems, and sidewalks. In addition, the district uses Maintenance and Operations employees to complete major capital improvements such as remodeling and renovations to school facilities and the construction of fences and athletic facility improvements. Without contracting for all components of construction projects and using subcontractors for capital improvements, the district must divert maintenance personnel from preventive maintenance, shortening the life of the district's existing buildings and equipment, which, in turn, will require additional construction and remodeling. According to district personnel, the Maintenance and Operations Department spends 50 percent of its time and about \$500,000 annually completing non-maintenance work orders. During a 36-week period in 1997-98, the Maintenance and Operations Department received 567 non-maintenance work orders in the areas of construction, service calls, remodeling, and "other" (**Exhibit 3-22**).

Exhibit 3-22
Non-Maintenance Work Orders
36 Week Period in 1997-98

Trade	Construction	Facility Services	Remodel	Other	Total
Electrical	75	10	24	0	109
Plumbing	17	1	2	0	20

Carpenter	53	21	8	1	83
Civil	36	8	0	0	44
Painting	22	3	2	0	27
Welding	27	4	1	0	32
Grounds	18	30	3	0	51
General	42	13	3	0	58
Hardware	47	5	11	18	81
Phones	42	5	2	0	49
Heating, Ventilation, Air Conditioning	11	1	0	1	13
Total	390	101	56	20	567

Source: Maintenance and Operations Department, CISD.

Seventy-seven percent of the non-maintenance work orders were for construction and remodeling projects. These included building a new counselor's office at Smithson Valley High School, moving the furniture in and/or out of six schools, building bus canopies and sidewalks at the newly constructed Spring Branch Middle School, renovating the girl's locker room at Smithson Valley High School, renovating the athletic training room at Canyon High School, installing new wiring and power boxes at three schools, pouring sidewalks, building a fence at Arlon Seay Intermediate and Mountain Valley Intermediate/Elementary, building a track around Mountain Valley Elementary School, building a time-out room at Canyon High School, complete landscaping at Mountain Valley Elementary, and installing sprinkler systems at Spring Branch Middle School, Canyon High School, and Smithson Valley High School.

About 27 percent of the department's total work orders and 38 percent of its man-hours are devoted to building new facilities or remodeling existing ones. Maintenance and Operations neglects its primary maintenance mission, resulting in a backlog of deferred maintenance. These items include roof repair; repairs to plumbing and heating, air conditioning, and ventilation equipment; electrical inspections; playground and bleacher inspections; well pump inspections; replacing floor tile, and painting. A lack of regular maintenance shortens the life of facilities and equipment. According to district personnel, it would take about one year to complete the existing deferred maintenance backlog.

CISD historically has paid for major capital improvements from its operating funds. The district funded capital improvement projects worth

\$500,000 in 1995-96 and \$1 million in 1996-97 from its general operating funds. For 1998-99, the district is funding the construction of a new cafeteria at Canyon High School and the renovation of Goodwin Primary from operating funds and the 1995 bond issue. Since the district is already at its maximum maintenance tax rate, CISD will find it increasingly difficult to use operating funds for capital improvement projects.

Recommendation 35:

Perform a long-term cost/benefit analysis on all major capital improvements to determine the most cost effective method of financing construction including ancillary facility improvements.

CISD, with assistance from TEA, Texas Association of School Business officials (TASBO) and legal counsel, should explore the cost and benefit of alternative financing arrangements, as well as the cost and benefit of using operating cash and district employees to make facility improvements.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent, the director of Business Operations, and the director of Maintenance and Operations contact TEA, TASBO, and other school districts and examine financing and construction arrangements used for facility construction and renovation.	June 1999
2.	The director of Business Operations develops scenarios of possible financing arrangements and performs a cost/benefit analysis of each option.	September 1999
3.	The superintendent reviews these options and presents them to the board for review.	November 1999
4.	As current and future contracts are negotiated, the board uses the analysis as the basis for decision-making on those projects.	Ongoing

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

As advocated by professional maintenance companies, maintaining a facility in proper operating condition requires a balanced approach among preventive maintenance, corrective maintenance, facility improvements

and modernization, risk safety management, and administration (**Exhibit 3-23**).

Exhibit 3-23
Balanced Approach to Budgeting Maintenance Expenditures

Category	Percent of Budget
Preventive Maintenance	35 - 40 %
Corrective Maintenance	35 - 40%
Facility Improvement and Modernization	10 - 15%
Safety Risk Management	5 - 10%
Administration	5%

Source: Marriott Management Services.

To balance maintenance expenditures, a district must develop a planned maintenance program that prioritizes maintenance work orders. CISD has neither a planned maintenance program nor a prioritization system for its maintenance work orders.

According to district personnel, Maintenance and Operations spends 5 percent of its time on preventive maintenance, 40 percent on corrective maintenance, 50 percent completing non-maintenance work orders, and the rest on risk management and administration. The Maintenance and Operations Department has only two classifications for work orders: emergency and regular.

Recommendation 36:

Implement a documented maintenance program, including preventive maintenance, and prioritize work orders.

The director of Maintenance and Operations should develop a documented maintenance program that allocates expenditures among preventive maintenance, corrective maintenance, and facility improvements, according to the maintenance program. The director should prioritize work orders according to the maintenance program and the following order.

1. Emergency/safety issues
2. Corrective maintenance
3. Preventive maintenance
4. Non-maintenance facility improvements and services

The director of Maintenance and Operations should prioritize work orders after consultation with school principals.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Maintenance and Operations develops a documented maintenance program and prioritization system for maintenance work orders.	July 1999
2.	The director of Maintenance and Operations develops the departmental budget according to the maintenance program.	August 1999
3.	The director of Maintenance and Operations implements the maintenance program and prioritizes work orders according to the maintenance program.	September 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

With its concentration on construction, facility services, and remodeling, the Maintenance and Operations Department has been unable to dedicate resources to preventive maintenance, resulting in a backlog of deferred maintenance.

The eight school-based maintenance employees perform minor maintenance as well as non-maintenance requests in their schools. These employees are paid from individual school budgets (**Exhibit 3-24**).

**Exhibit 3-24
School-based Maintenance Employees**

School	Full-time Equivalent Maintenance Employees
Canyon High	1.5
Smithson Valley High	1.5
Canyon Middle	1.0
Smithson Valley Middle	1.0
Spring Branch Middle	0.5
Arlon Seay Intermediate	0.5

Mountain Valley Elementary	0.5
Mountain Valley Intermediate	0.5
Bill Brown Elementary	0.4
Bulverde Elementary	0.3
Rahe Primary	0.3
Total	8.0

Source: Maintenance and Operations Department, CISD.

The work performed by these eight maintenance employees is managed by the school principals and is not tracked through the Maintenance and Operations Department's work order system. Schools without school-based maintenance employees include Comal Elementary, Canyon Intermediate, Frazier Elementary, and Goodwin Primary.

Recommendation 37:

Designate the eight maintenance employees and head custodians based at the schools as the district's preventive maintenance team.

The eight maintenance employees should have a dual reporting responsibility to the principals and one of the maintenance supervisors. All maintenance work, including all maintenance work performed by the eight maintenance employees and 15 head custodians, should be tracked through the district's work order system.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent designates the eight maintenance employees and head custodians as the district's preventive maintenance team.	July 1999
2.	The personnel specialist in Human Resource Services changes the job descriptions of the head custodians and school-based maintenance employees to reflect their new responsibility for preventive maintenance.	July 1999
3.	The superintendent, the director of Human Resource Services, and the director of Maintenance and Operations approve, with any necessary changes, the new job descriptions of the head custodians and eight school-based maintenance employees.	August 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources. The preventive maintenance program should extend the life of the district's facilities and equipment, lower the frequency of equipment repairs and replacement, and reduce capital expenditures.

FINDING

The district's spreadsheet-based work order system for facility maintenance is manually intensive, requiring duplicative entries of order information. School or district administrators manually complete a pre-printed work order to request maintenance services. The form is forwarded through district mail to the Maintenance and Operations Department. According to district personnel, the maintenance supervisor/purchasing agent spends part of each workday ensuring that work orders are properly completed. Once received, the director of Maintenance and Operations reviews and signs each work order. Once approved by the director, the maintenance supervisor forwards the work order to another maintenance supervisor who assigns the task to maintenance personnel. Once the work order is completed, the secretary enters the information into a spreadsheet for tracking. Again, the maintenance performed by the eight school-based maintenance employees is not tracked in the district's maintenance work order system.

The district's primary administrative software is its Advanced Programs for Educational Computer Solutions system. The system is not Year-2000 compliant, so the district is in the process of identifying a replacement application.

Recommendation 38:

Track all maintenance work through the district's maintenance work order system and include requirements for an automated work order system in the specifications for the district's new administrative software.

CISD should track all maintenance work performed by district and school-based maintenance employees through the district's maintenance work order system.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Maintenance and Operations requests the inclusion of an automated work order system in the specifications for the district's new administrative software.	June 1999
2.	The superintendent requires the work performed by the eight	July

	school-based maintenance employees to be tracked through the district's maintenance work order system.	1999
3.	The director of Technology includes plans for an automated work order system for the Maintenance and Operations Department in the specifications for the new administrative software.	October 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

Chapter 3

FACILITIES USE AND MANAGEMENT

E. CUSTODIAL OPERATIONS

In the 1997-98 school year, CISD employed 83 full-time custodians and six groundskeepers to clean and maintain the district's schools and grounds. With the addition of new schools, CISD increased the number of custodians and groundskeepers to 94.5 in 1998-99. The custodial supervisor is responsible for assigning workers to district schools and facilities and custodial training programs. The district employs full-time head custodians at each school. The principal at each school manages the daily activities of the head custodian.

Besides managing school custodial workers, head custodians are responsible for changing heating and air conditioning filters, replacing light bulbs and damaged ceiling tiles, and monitoring work order needs. Custodians are responsible for cleaning the entire school building except kitchens, which are cleaned by the Food Service Department. Custodians also are responsible for preparing rooms for concerts, spelling bees, board meetings, staff training, and other special activities.

FINDING

The custodial supervisor assigns the number of full-time custodial employees to each school solely on the basis of square footage; he does not use a formula incorporating demand factors such as the number of teachers, students, or classrooms. However, on the average, the district assigns each custodian between 18,00 to 19,000 square feet.

Ohio State University has developed a five-factor allocation formula to determine the number of full-time custodial employees a school district requires (**Exhibit 3-25**).

Exhibit 3-25
Formula for Determining Custodial Staffing

1. Given: 1 Custodian for each 12 teachers, find teacher factor
$\frac{\text{No. of teachers}}{12} = \text{Teacher factor}$
2. Given: 1 Custodian for each 250 pupils, find pupil factor
$\frac{\text{No. of pupils}}{250} = \text{Pupil factor*}$
3. Given: 1 Custodian for every 12 classrooms,** find room factor
$\frac{\text{No. of rooms}}{12} = \text{Room factor*}$
4. Given: 1 Custodian for every 20,000 sq. ft. of building area, find square foot factor
$\frac{\text{Total sq. ft. building}}{20,000} = \text{Square footage factor*}$
5. Given: 1 Custodian for each 2 acres of grounds under their responsibility including hard surface parking and playground areas, find grounds factor
$\frac{\text{Total acres grounds}}{2} = \text{Grounds factor*}$
6. Add the five factors and divide total by 5 to find actual number of custodians needed
$\frac{\text{Total 5 Factors}}{5} = \text{Custodians needed*}$

* *Correct to two decimal places*

** *Classrooms include all adjacent rooms that are to be cleaned such as offices, storage rooms, toilets and hallways. Large areas such as gymnasiums are equal to two classrooms. Source: Ohio State University.*

By using square footage alone to determine custodial staffing levels, Maintenance and Operations has overstaffed the district's schools by an estimated 20.7 full-time custodians (**Exhibit 3-26**).

Exhibit 3-26
Custodial Employee Assignments
1998-99

School	District Assignment	Calculated Assignment *	Over Assignment
Smithson Valley High	14.5	13.8	0.7

Canyon High	11.5	11.1	0.4
Subtotal	26.0	24.9	1.1
Spring Branch Middle	7.5	4.3	3.2
Smithson Valley Middle	7.0	4.3	2.7
Canyon Middle	6.0	4.7	1.3
Arlon Seay Intermediate	5.5	3.7	1.8
Mountain Valley Intermediate	4.0	2.5	1.5
Canyon Intermediate	5.5	3.8	1.7
Subtotal	35.5	23.2	12.2
Mountain Valley Elementary	5.0	3.9	1.1
Frazier Elementary	4.5	3.5	1.0
Comal Elementary	4.0	3.2	0.8
Bulverde Elementary	4.0	2.5	1.5
Bill Brown Elementary	6.0	4.4	1.6
Rahe Primary	4.0	3.2	0.8
Goodwin Primary	3.5	2.9	0.6
Subtotal	31.0	23.6	7.4
Comal Leadership Institute / SERS	1.0	1.0	-
Administrative Buildings	1.0	1.0	-
Subtotal	2.0	2.0	-
Total	94.5	73.7	20.7

*Note: * In this formula-derived calculation, classrooms included restrooms, offices, and storage rooms. Source: Maintenance and Operations Department, CISD and Ohio State University.*

The over-allocation is particularly evident in the intermediate and middle schools.

Recommendation 39:

Allocate custodial employees to schools using a formula that incorporates demand factors such as the number of teachers, students, or classrooms, as well as cleaning area.

CISD should develop a formula that incorporates various demand factors for custodial services and allocates custodians to the district's facilities based on these factors. The formula should establish a five-year goal for reducing custodial staffing levels through attrition. Using the new demand-driven formula, the district should be able to reduce its custodial needs by 15 full-time custodians. Custodial staffing levels should be reduced through attrition or justified at present levels through the addition of new facilities.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The custodial supervisor investigates formulas for allocating custodial employees that incorporate all demand factors including cleaning area.	June 1999
2.	The custodial supervisor selects and recommends the formula most appropriate for the district.	July 1999
3.	The director of Maintenance and Operations approves, with any necessary adjustments, the formula.	August 1999
4.	The custodial supervisor begins implementing the new formula for hiring and assigning custodial staff.	August 1999

FISCAL IMPACT

By allocating custodial staff via a formula incorporating various demand factors, the district could eliminate 15 custodial positions and save \$21,663 in wages and benefits (\$8.79 per hour plus 18.03 percent benefits x 8 hrs/day x 261 days) per custodian. Assuming a 10 percent attrition rate CISD could eliminate 10 positions the first year and another five the second year. Custodial staffing levels should be reduced through attrition or justified at present levels through the addition of new facilities.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Allocate custodial employees to schools using a formula that incorporates demand factors as well as cleaning area.	\$216,630	\$324,945	\$324,945	\$324,945	\$324,945

FINDING

The Maintenance and Operations Department provides only minimal training to its custodial employees. The custodial supervisor provides safety training at the beginning of the year, while head custodians at each campus provide monthly on-the-job training to their custodial staff.

San Marcos Consolidated School District (SMCSD) has a monthly four-hour training program for its head custodians. The custodial supervisor provides films available from cleaning supply companies and holds group discussions on proper cleaning procedures, disinfecting techniques, and personnel management. The head custodians in turn are responsible for training their custodial teams. SMCSD also provides all of its custodians with annual training on workplace safety. As part of its in-service training, Socorro ISD hires the Red Cross to train and certify head custodians at each school in cardiopulmonary resuscitation. This training provides better protection for Socorro ISD students and staff in the event of unforeseen health emergencies.

Recommendation 40:

Implement a monthly training program for head custodians.

The custodial supervisor should determine the appropriate amount of time needed for custodial training and develop a monthly training program for head custodians. The custodial supervisor should designate a particular time period on a particular day of each month, such as the first Wednesday of the month, for this training. The custodial supervisor should arrange coverage for the head custodians with school administrators. The monthly training sessions should cover proper cleaning procedures, disinfection techniques, personnel management, and emergency and safety techniques. Head custodians should pass the training to school custodians through on-the-job training assistance.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The custodial supervisor implements a monthly training program for its head custodians.	August 1999
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FISCAL IMPACT

Since many instructional tapes are available from cleaning supply companies, this recommendation could be implemented with existing resources.

Chapter 3

FACILITIES USE AND MANAGEMENT

F. UTILITY MANAGEMENT

The cost of energy has risen faster than the rate of inflation over the past 20 years, making energy management a high priority for school districts. New state and federal regulations for clean air, the cost of nuclear power plants, and decreasing supplies of crude oil six have made producing electricity more costly.

FINDING

CISD has implemented an energy conservation program and partially implemented an energy management system. The purpose of the district's energy conservation program is "to provide efficient management of consumption and costs for operating energy consuming equipment in the Comal Independent School District without imposing educational restrictions upon students and instructional personnel." As part of the conservation program, the district has developed guidelines and procedures for heating, ventilation, and air conditioning equipment for district facilities (**Exhibit 3-27**).

Exhibit 3-27 **Guidelines and Procedures** **Regular School Hours**

1. Set thermostats for cooling at 74-76 degrees.
2. Set thermostats for heating at 68-72 degrees.
3. Turn the lights out when the room is unoccupied.
4. Discontinue use of space heaters.
5. Close classroom doors and doors leading to the outside.
6. Set thermostats and then leave them alone.
7. Unplug all unnecessary equipment before leaving school.

Source: CISD Energy Management.

The most diligent component of the district's energy conservation program is its shutdown procedures for schools during the summer and Christmas holidays. The district's summertime shutdown procedures are detailed in **Exhibit 3-27**.

The district also has installed an automated energy management system in nine of its 16 schools. CISD employs a part-time energy manager to coordinate the district's energy conservation program and energy management system.

CISD spent \$715,632 on electricity and gas in 1997-98 (**Exhibit 3-28**).

Exhibit 3-28
CISD Energy Costs
1997-98

Category	Amount
Electric	\$684,024
Gas	\$ 31,608
Total	\$715,632

Source: Energy Report, 1997-98, CISD.

Given CISD's heated and air-conditioned space of 1,322,600 square feet and its energy cost of \$715,632, CISD uses 54 cents per square foot of energy. Energy experts estimate the appropriate level of school district energy costs per square foot at \$1 or less. CISD's energy costs are significantly below this benchmark by 46 cents per square foot, saving the district \$600,000 annually.

COMMENDATION

CISD has controlled its energy consumption through an effective energy conservation program.

FINDING

The energy manager tracks electricity and gas usage and expenses and telecommunication expenses. The energy manager monitors these expenses by school and identifies any higher-than-normal expense variances. The energy manager distributes a monthly report to all school administrators comparing school electricity and gas expenses. The energy manager tracks telecommunication expenses manually, but plans to implement a spreadsheet-based system in the future. The energy manager increases awareness of higher-than-normal telecommunications expenses by discussing them with school administrators. Telecommunication expenses can be as high as \$700 a month for middle and high schools.

COMMENDATION

The energy manager tracks all utility usage and expenses by school, including telecommunication expenses.

Chapter 4

PERSONNEL MANAGEMENT

This chapter examines CISD's personnel functions in five sections.

- A. Salaries and Benefits
- B. Management and Operations
- C. Recruiting, Hiring, and Termination
- D. Training/Staff Development
- E. Performance Evaluation

Any successful human resources department must process personnel actions efficiently; recruit and hire employees for all district functions; monitor and administer district salaries and benefits; comply with state and federal personnel laws; and provide training opportunities for all district employees.

CISD's personnel function is divided between the Human Resource Services Department, the Business Office, and individual schools and departments. The Board of Trustees also participates in human resources activities. **Exhibit 4-1** displays the division of personnel management responsibilities within CISD.

Exhibit 4-1
Personnel Management Responsibilities
CISD

Responsibility	Department
Recruiting staff	Human Resource Services*
Hiring staff	Human Resource Services; all departments
Background checks	Human Resource Services**
Reference checks	Human Resource Services*
Initial salary determinations	Human Resource Services, Board of Trustees
Salary adjustment calculations	Board of Trustees, Human Resource Services
Compensation studies	All departments, Human Resource Services
Attendance monitoring (employees)	Business Office
Benefits administration	Human Resource Services

Employee grievances	Human Resource Services, all departments, superintendent, Board of Trustees
New hire orientation	Human Resource Services, Assistant Superintendent
Training / staff development	All departments
Termination	All departments; Human Resource Services, Board of Trustees
Planning for staffing levels	Human Resource Services; Board of Trustees

** Transportation and Food Services perform their own recruiting, hiring, and reference checks.*

*** Transportation Services conducts its own background checks. Source: Interviews conducted by the Texas School Performance Review.*

Like most employers, CISD must comply with a variety of state and federal laws governing human resources management. These laws include the Fair Labor Standards Act, which governs wage and hour payments; the Americans with Disabilities Act, which requires employers to provide reasonable accommodations for any employee or applicant for a position who has a disability; and the Equal Employment Opportunity Act, which prevents employers from making hiring and termination decisions based on age, race, religion, gender, or other non-performance-related factors. There also are state laws governing personnel administration in school districts.

Between 1993-94 and 1997-98, CISD's number of students rose by 33 percent, while the number of district employees increased 54 percent. During the same period, the number of students per employee decreased from 8.4 to 7.3 (**Exhibit 4-2**).

Exhibit 4-2 displays the ratio of Human Resource Services staff to total district employees.

Exhibit 4-2
Employee Statistics, CISD
1993-94 through 1997-98 School Years

	1993-94	1994-95	1995-96	1996-97	1997-98

Number of Students Enrolled	7,307	7,992	8,586	9,156	9,753
Number of Employees	872.2	925.1	1,077.5	1,187.6	1,343.9
Ratio of Students to Total Employees	8.4:1	8.6:1	8.0:1	7.7:1	7.3:1
Number of employees in Human Resource Services	4	4	4.5	4.5	5
Ratio of Human Resource Services employees to total staff	218.1:1	231.3:1	239.4:1	263.9:1	268.8:1

Source: Academic Excellence Indicator System (AEIS), Texas Education Agency, CISD.

When compared with its peer districts, CISD has the second-lowest percentage of employees who are teachers and the third-highest percent of educational aides and auxiliary staff, and is in the middle in terms of its percent of staff who are administrators and professional support employees
(**Exhibit 4-3**).

Exhibit 4-3
Employment Categories as a Percent of Total Staff
1997-98 School Year

	Administrators and Professional Support	Teachers	Educational Aides	Auxiliary
Comal	10.2%	50.0%	10.9%	29.0%
North East	11.8	51.5	9.9	26.9
Judson	9.9	49.4	9.9	30.9
New Braunfels	9.6	52.9	10.2	27.3
Seguin	10.2	53.6	13.2	22.9
San Marcos	10.5	50.4	12.5	26.6
Pflugerville	11.0	62.6	8.2	18.1
Leander	9.9	55.5	5.0	29.7

Source: AEIS, Texas Education Agency, 1997-98.

Payroll and related expenditures represented 72.5 percent of the general fund budget in 1997-98, underscoring the significance of the human resources function to the district (**Exhibit 4-4**).

**Exhibit 4-4
CISD General Fund Budget
1997-98 School Year**

	Amount	Percent of Total
Payroll Costs	\$40,717,278	72.5%
Purchased and Contracted Services	3,225,542	5.7
Supplies & Materials	3,978,146	7.1
Other Operating Expenses	941,896	1.7
Debt Service	6,295,436	11.2
Capital Outlay	1,022,144	1.8
Total	\$56,180,442	100%

Source: AEIS, Texas Education Agency, 1997-98.

In 1997-98, 94.4 percent of CISD's teachers were Anglo as were 79 percent of the district's students (**Exhibit 4-5**).

**Exhibit 4-5
Ethnicity of Teachers and Students (Percent)
1997-98 School Year**

	Teachers	Students
Anglo	94.4%	79.2%
Hispanic	5.0	19.0
African-American	0.3	1.2
Asian / Pacific Islander	0.3	0.5
Native American	0.0	0.1

Source: AEIS, 1997-98.

Chapter 4

PERSONNEL MANAGEMENT

A. SALARIES AND BENEFITS

CISD maintains 10 salary schedules for its employees. Yet the district does not have a schedule for administrative or professional employees, such as department directors and computer programmers, or for principals or assistant principals.

Human Resource Services reports that salary schedules are used to calculate the initial starting salary when an individual is hired by the district. The starting salary, as specified by the appropriate schedule, is offered unless the individual has verifiable, applicable, prior school district experience. In the event of prior experience, the starting salary offered is raised one step for each year of experience, up to a maximum of the fifth step on the schedule.

Teachers are paid according to their level of education and years of experience. **Exhibit 4-6** displays the average salaries of CISD teachers by years of experience.

Exhibit 4-6
Average Salaries of Teachers by Years of Experience
1993 through 1998 School Years

	1993-94	1994-95	1995-96	1996-97	1997-98
0 years	\$20,427	\$24,103	\$21,468	\$22,230	\$25,070
1-5 years	23,043	22,938	23,728	23,900	24,424
6-10 years	26,337	27,098	28,831	28,780	29,114
11-20 years	30,297	30,871	33,449	34,170	35,943
More than 20 years	34,456	34,970	37,916	39,030	40,670

Source: Public Education Information Management System, Texas Education Agency, 1997-98. AEIS, Texas Education Agency, 1997-98.

All full-time CISD employees receive 10 days of personal leave each year, five of them state-mandated and five local personal leave.

Health Insurance	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
District Contrib.	\$170	\$221	\$165	\$156.48	\$130	\$121.84	\$170 self-ins. \$90 HMO	\$112
Cost to Employee - Family	\$239	\$399	\$238	\$278.23	\$278.98 to \$337	\$194.46	\$385 self-ins./\$473.62 HMO	\$333.34 or \$364.68
Dental Insurance	Yes	Yes	Available	Yes	Available	Available	Available	Available
Life Insurance	Available	Yes	Yes	\$10,000; add'l available	\$5,000; add'l available	\$2,000; add'l available	Available	Available
Sick Leave Bank	Yes	Yes*	No	Yes	Yes	Yes	Yes	Yes**

** New Braunfels ISD has sick leave pools for professional and paraprofessional employees only at this time.*

*** Leander ISD has a catastrophic leave bank. Source: Interviews with peer districts.*

COMMENDATION

CISD provides its employees with a generous benefits package.

FINDING

Beginning teachers in CISD make some of the lowest salaries of all of the peer districts, receiving more than \$1,000 less than the peer average and nearly \$2,000 less than the statewide average. As their years of experience increase, CISD teachers' salaries become more in line with peer districts (**Exhibit 4-8**).

Exhibit 4-8
Average Salaries of Teachers by Years of Experience
CISD Versus Peer Districts
1996-97 School Year

	Beginning Teachers	1-5 Years	6-10 Years	11-20 Years	More than 20 Years
Northeast ISD	\$25,970	\$29,217	\$32,462	\$38,617	\$46,528
Judson ISD	\$23,866	\$27,469	\$31,873	\$38,006	\$44,191
Leander ISD	\$23,549	\$24,861	\$28,532	\$33,573	\$38,552
New Braunfels ISD	\$23,415	\$25,957	\$28,960	\$33,964	\$40,485
Pflugerville ISD	\$23,285	\$24,784	\$28,769	\$33,086	\$36,786
Seguin ISD	\$22,975	\$23,751	\$28,104	\$33,666	\$37,417
Comal ISD	\$22,230	\$23,900	\$28,780	\$34,170	\$39,030
San Marcos ISD	\$21,591	\$23,889	\$28,698	\$35,167	\$38,881
Peer District Average	\$23,522	\$25,704	\$29,628	\$35,154	\$40,406
Statewide Average	\$24,079	\$25,848	\$30,044	\$35,863	\$41,225

Source: Public Education Information Management System, Texas Education Agency, 1996-97. AEIS, Texas Education Agency, 1996-97.

CISD's salaries in general are lower than those in many of its peer districts. For professional support, campus administration, and central administration, CISD's average actual salaries rank second-lowest of the peer districts (**Exhibit 4-9**).

Exhibit 4-9
Average Salary by Category
CISD and Peer Districts
1997-98 School Year

	Teachers	Professional Support	Campus Administration	Central Administration
Northeast ISD	\$36,073	\$43,629	\$55,757	\$78,975
Judson ISD	\$34,725	\$40,386	\$59,972	\$72,637
San Marcos	\$31,589	\$35,341	\$51,282	\$65,298

ISD				
Pflugerville ISD	\$30,046	\$36,571	\$50,783	\$59,076
Leander ISD	\$29,879	\$35,902	\$45,327	\$58,757
New Braunfels ISD	\$31,610	\$36,077	\$48,109	\$58,451
Comal ISD	\$30,690	\$35,440	\$45,990	\$55,790
Seguin ISD	\$30,083	\$35,946	\$50,231	\$55,056
Peer District Average	\$32,001	\$37,693	\$51,637	\$64,036
Statewide Average	\$32,426	\$39,697	\$50,713	\$60,278

Source: Public Education Information Management System, Texas Education Agency, 1997-98. AEIS, Texas Education Agency, 1997-98.

TSPR also found that salaries for the same positions in different areas of the district are not equitable, even when the years of experience of the individuals involved are considered. In general, employees on the east side of the district receive more than those in the same positions at schools in the Hill Country (including the Mountain Valley schools).

This is especially noticeable when years of experience are factored in. For example, as shown in **Exhibit 4-10**, the lowest salaries paid to a clerical assistant on both sides of the district are paid to individuals with no school district experience. Although there is less than a year's difference in their median number of years with CISD, the median salary assistants receive on the eastern side of the district is almost \$1,000 a year above that earned on the western side. When campus and counselor secretarial positions are examined, a similar pattern emerges: while the lowest-paid secretaries on the western side of the district have been working with the district an average of a year longer than their counterparts on the eastern side, a secretary on the eastern side of the district receives almost \$1,500 more than one on the western side.

Exhibit 4-10
Comparison of CISD Salaries
October 1998

	East		West	
	Salary	Years with CISD	Salary	Years with CISD
Campus Clerical Assistant				
Highest	\$18,374	24.5	\$13,617	10
Lowest	8,228	0	8,228	0
Average	12,005	8.8	9,802	2.3
Median	9,903	2	8,906	1.25
Campus and Counselor Secretary				
Highest	\$23,783	19.5	\$17,724	0
Lowest	12,845	2	11,382	3
Average	17,630	9.9	14,824	4.4
Median	17,539	6	14,458	3

Source: CISD Human Resource Services.

The difference between the median years of experience on the east and west sides of the district is less than one year for clerical assistants; however, the median annual salary for clerical assistants in the eastern part of the district is \$997 higher than the median for the same position on the western side.

TSPR also found a profound disparity between salaries for comparable positions at the central office versus those in the schools. **Exhibit 4-11** compares the salaries of administrative secretaries at the central office to campus and counselor secretaries. According to many campus personnel, this has led to a situation in which school employees are hired away by the central office. (The salary of the superintendent's secretary is not included in this comparison, since her job duties are considerably different from most campus secretaries.)

Exhibit 4-11
Comparison of CISD Salaries
Central Office Administrative Secretaries Versus Campus and
Counselor Secretary
October 1998

	Central Office		Campuses	
	Salary	Years with CISD	Salary	Years with CISD

High	\$26,538	20	\$23,783	19.5
Low	\$10,350	2	\$11,382	3
Average	\$19,997	7.8	\$15,965	6.3
Median	\$19,593	4	\$16,459	3

Source: CISD Human Resource Services.

A 1997 Texas Association of School Boards (TASB) compensation study of CISD came to a number of conclusions, including the following:

- CISD's administrative/professional employees are paid about 6 percent below market rates.
- Teachers are paid 2 percent below market rates.
- Clerical/technical jobs are paid about 5 percent below market rates.
- Five of 16 benchmark jobs studied in the clerical/technical family are paid more than 20 percent below market rates. One benchmark position, however, is paid more than 20 percent above market rates.
- Auxiliary employees (including custodians, food service workers, maintenance workers, and bus drivers) are paid about 9 percent below market rates.

Although the study was presented to the board, no changes were implemented due to funding limitations.

CISD's teachers received a raise ranging from 1 to 3 percent for the 1998-99 school year. In the same year, paraprofessionals received a 2.5 percent increase, and administrators received a 1.5 percent increase.

In March 1999, the Comal Board of Trustees adopted a \$3,000 across-the-board pay raise for teachers, nurses, and librarians, effective in the 1999-2000 school year. The raise would bring the teachers' average pay to a competitive level surpassing the statewide average and the peer district average. However, this raise does not address the salary problems of other staff.

Salary, obviously, is an important factor in retaining teachers and other employees. If the district does not bring all salaries in line with the market, it will continue to run the risk of losing good employees. This danger is especially pronounced given CISD's proximity to higher-paying school districts in San Antonio, Austin, and elsewhere.

Recommendation 41:

Bring all district salaries in line with the market.

The 1997 TASB compensation study may be used as a model.

The salary of any employee who is above the maximum of the appropriate range should be frozen until such time as the salary schedule is adjusted to include that salary.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The district reviews TASB's survey and determines how it should be updated.	October 1999
2.	The director of Human Resource Services adjusts the low and high salary for each range based on the recommendations set forth in the 1997 TASB compensation study and the district's own study.	December 1999
3.	The director of Human Resource Services compares the current salary of each employee to the range for their position as specified on the appropriate salary schedule. Those salaries that fall within the range are not adjusted; salaries that fall below the minimum for the position are adjusted to at least the minimum; and salaries that are greater than the maximum are frozen until such time as the salary schedule is adjusted to include the salary.	December 1999
4.	The director of Human Resource Services presents recommendations to the Board of Trustees.	January 2000
5.	The board considers the recommendations put forth by the director of Human Resource Services.	February 2000
6.	The director of Human Resource Services and the director of the Business Office work to adjust the salaries paid to each employee based on the board's approval.	August 2000

FISCAL IMPACT

The 1997 TASB compensation study estimated the total annual cost to bring salaries of all staff excluding teachers in line at \$405,000 annually. First year costs would be a little higher based on cost of living adjustments since the 1997 TASB survey was conducted. This recommendation should be implemented in the 1999-2000 school year. The cost should be offset by savings from consolidating low-enrollment classes.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Bring district					

salaries in line with the market.	(\$468,000)	(\$405,000)	(\$405,000)	(\$405,000)	(\$405,000)
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FINDING

CISD has 10 salary schedules, including one for teachers, nurses, and librarians hired for the 1998-99 school year; two for teachers, nurses and librarians hired under another earlier career paths; one for counselors, associate psychologists, education diagnosticians, and licensed specialists in school psychology; one for food service workers; two for support staff members; a custodian schedule; a maintenance schedule; and a schedule for bus drivers. TSPR found, however, that the salary schedules are not used in a consistent manner, and are not adjusted regularly to ensure that starting salaries remain in line with the job market.

As already noted, CISD does not have separate schedules for administrative and professional employees such as department directors and computer programmers, or for principals or assistant principals.

While TSPR found no instances in which an employee receives less than the daily rate indicated by the salary schedule, the review team noted numerous instances in which individuals are receiving salaries substantially above the highest salary approved for their positions, according to the appropriate salary schedule (**Exhibit 4-12**).

Exhibit 4-12
Sample Salaries Above the Approved Maximum for a Position

Position	Actual Annual	Days Worked	Maximum Daily Rate	Maximum Actual	Difference
Bookkeeper	\$ 31,590	226	\$ 106	\$ 23,956	\$ 7,634
Campus Secretary	23,783	217	102	22,134	1,649
Clerk	25,406	226	102	23,052	2,354
Director's Secretary	26,538	226	102	23,052	3,486
Director's Secretary	24,753	226	102	23,052	1,701
Director's Secretary	24,500	226	102	23,052	1,448

Source: CISD Human Resource Services.

Moreover, positions with comparable levels of responsibility, duties, and educational and experience levels are paid in different ranges of different salary schedules. For example, a school bookkeeper is paid at a Grade 3 of one of the Support Staff salary schedules (with a range of \$48 to \$102 a day), while an accounting clerk at Central Office is paid at a Grade 1 of the second Support Staff salary schedule (with a range of \$48 to \$106 each day). In addition, TSPR found cases in which a supervisor receives a lower salary than a subordinate. In one case, a director receives \$55,419 while a manager who reports to him is paid \$58,629.

When the board approves an across-the-board salary increase for a group of employees, the salary schedule for that group is not adjusted, nor are the increases tied to the steps of the appropriate salary schedule. Therefore, after an employee's first year of employment assuming an across-the-board salary increase is awarded for the next budget year, his or her salary probably will never again be on a step of a salary schedule.

The TASB compensation study recommended that one pay schedule be developed for each of the four major classifications of employee (administrative/professional, teachers, clerical/technical, and manual trades). The study also recommended that instead of a step system, CISD adopt a flexible range system whereby each pay grade in a classification would have a minimum, midpoint, and maximum salary and all individuals whose positions are placed on that step receive salaries within that range. CISD has not acted on this plan because, according to the director of Human Resource Services, the board felt that the recommendations regarding adjustments in pay were too expensive to implement. Consequently, the board did not act on the issue of flexible pay grades.

Recommendation 42:

Consolidate and consistently apply salary schedules.

The director of Human Resource Services should combine the 10 existing salary schedules into three (one each for teachers, clerical/technical, and auxiliary employees) and create an additional salary schedule for administrative/professional employees. Next, the director of Human Resource Services should place all positions on the appropriate salary schedule and develop a system for administering each employee's pay accordingly.

The district should place positions on the appropriate salary schedules to ensure that supervisory employees are paid salaries higher than their subordinates. Positions with similar levels of responsibility should be paid in the same range, regardless of the department or location of the position.

This would help to maintain internal equity and would acknowledge the greater degree of responsibility of supervisors versus subordinates.

The district could use the recommendations set forth in the 1997 TASB compensation study as a guide for implementing an across-the-board salary structure.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Board of Trustees votes to implement the recommendations for salary structure as set forth in the 1997 TASB compensation study prepared for the district.	June 1999
2.	The director of Human Resource Services combines the existing salary schedules into auxiliary, clerical/technical, and teacher salary schedules and creates a professional/administrative salary schedule.	June 1999
3.	The director of Human Resource Services places each position in the district on the appropriate salary schedule.	June 1999
4.	The board approves the four salary schedules and the placement of positions on the salary schedules.	July 1999
5.	The director of Human Resources develops procedures for administering each employee's pay according to the appropriate salary schedule.	July 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

CISD gives wage and salary increases to all employees in a class, regardless of individual performance. In such a system, employees are neither rewarded for good performance nor discouraged from performing poorly.

Spring ISD, by contrast, has successfully implemented a combination across-the-board/performance-based increase system. Employees who have elected or who are required to participate in the performance-based pay plan are ranked against all other participating employees via their annual performance appraisals. The rankings are made by the principal or assistant superintendent over the school or department in question and are submitted to the district's superintendent, who makes the final determination of performance pay increases. Spring ISD requires teachers who have reached the top of the regular salary schedule and all

administrators above the assistant principal level to participate in the performance-based pay plan.

Houston ISD has an innovative Teacher Incentive Program that allows schools to distribute incentive funds to individual teachers who meet site-determined performance requirements. Funds are allocated to schools based on their Texas Assessment of Academic Skills ratings; to receive funds, a school must be rated as exemplary, recognized, or acceptable with exemplary progress. The schools, in turn, may provide incentive awards to individual teachers. Baseline requirements for teacher awards are set by the district; individual committees at the schools determine the criteria to be followed for determining awards on their campuses. Among the criteria commonly used are attendance, student growth, service, and professional development. The individual's performance evaluation also is used as a determining factor; to be considered, a teacher must be rated as "proficient" in each of eight areas.

In a traditional pay-for-performance salary structure, proficient employees are granted percent or step increases that keep them within the same grade on the salary schedule. This offers two advantages. First, the salary schedule itself serves as a reminder to employees of the monetary incentive for good performance. Second, it is easy to administer, since employees understand their responsibilities more clearly.

Employees receiving the best performance ratings receive larger increases than those receiving above-average ratings. Employees whose performance rates average (satisfactory) or below are not eligible for a merit increase, but may still be eligible for a cost-of-living increase if the entire pay structure is adjusted. Unsatisfactory performance should not receive a pay increase or should receive only percentage increases awarded to all employees for cost-of-living adjustments.

Recommendation 43:

Tie all or part of the district's salary increases to employee performance.

CISD should contact Spring and Houston ISDs for more information on their pay-for-performance systems.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Human Resource Services works with the superintendent and the board to change district policy to allow for performance-based increases for eligible employees.	July 1999
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2.	Goals are set by employees and supervisors to serve as the basis for their evaluation.	August 1999
3.	The director of Human Resource Services works with the board and superintendent to decide the percentage increases allowable for employees receiving various performance ratings.	January 2000
4.	The superintendent and the board determine the total amount of money that may be spent on performance increases during the 2000-01 school year.	January 2000
5.	Based on the total amount allocated to their department(s), the departmental directors and the assistant superintendent for Instruction determine the percentage increase to be applied to each eligible employee's salary for the 2000-01 school year.	February 2000

FISCAL IMPACT

This recommendation could be implemented with existing resources since it involves a reallocation of dollars already set aside for across-the-board pay increases.

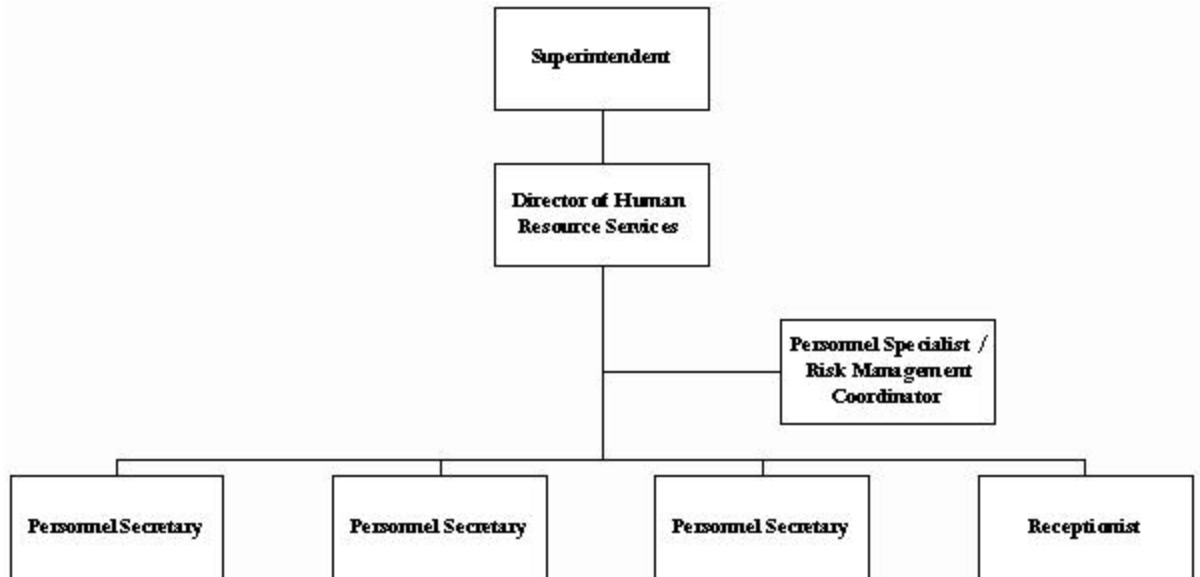
Chapter 4

PERSONNEL MANAGEMENT

B. MANAGEMENT AND OPERATIONS

Human Resource Services is headed by a director and staffed by a personnel specialist and four support personnel. **Exhibit 4-13** displays the department's organizational chart.

Exhibit 4-13
Human Resource Services Organization



Source: Human Resource Services, CISD.

The personnel specialist/risk management coordinator position was newly created for the 1998-99 school year. This individual is responsible for assisting the director of Human Resource Services in the day-to-day operations of the department, by interviewing candidates, checking references, placing student teachers, conducting new employee and substitute teacher orientations, revising the district's job descriptions, and recruiting for the district. This person estimates that 40 percent of her time is spent in risk management and coordinating employee administrative leave.

One additional personnel secretary position also was created for 1998-99. In addition to general clerical duties, this individual is responsible for assisting in the administration of benefits and in tracking and coordinating employee leave, as well as administering workers compensation claims.

The proposed Human Resource Services budget accounts for 3.3 percent of the total central administration operating budget in 1998-99 (**Exhibit 4-14**).

**Exhibit 4-14
Proposed Central Administration Budget
1998-99**

Department	Budget	Percent of Total
Superintendent	\$ 226,391	2.7%
Board of Trustees	80,770	0.9
Tax Office	580,383	6.8
Business Office	646,947	7.6
Public Relations	78,690	0.9
Human Resource Services	279,655	3.3
Community Ed	5,000	0.1
Division of Instruction	669,068	7.9
Maintenance	2,371,312	27.8
Transportation	2,538,232	29.8
Data Processing	786,060	9.2
Special Education	258,433	3.0
Total	\$8,520,941	100%

Source: CISD Proposed Budget, 1998-99.

The proposed human resource budget rose by 61 percent between 1994-95 and 1998-99. The largest increases were in the areas of payroll (66 percent) and supplies and materials (158 percent) (**Exhibit 4-15**).

**Exhibit 4-15
Human Resource Services Proposed Budget
1994-95 through 1998-99**

	1994-95	1995-96	1996-97	1997-98	1998-99
Payroll	\$129,579	\$136,604	\$158,158	\$190,323	\$215,053
Contracted Services	25,459	13,825	23,325	23,325	14,720

Supplies and Materials	10,269	17,031	17,335	17,335	26,542
Other Operating	8,565	9,965	11,240	11,240	12,730
Capital Outlay	0	0	0	0	6,210
Total	\$173,872	\$177,425	\$210,058	\$242,223	\$275,255

Source: CISD proposed budgets, 1994-95 through 1998-99. Fiscal 1995 budget amended following clarification from district.

FINDING

Human Resource Services is located in cramped quarters in the district's central office. Space constraints contribute to an inefficient and inadequate filing system. Many personnel files that should be secured are not.

During TSPR's on-site work, criminal background check results were being stored in the reception area in an unlocked drawer. The reception area often is left unattended when the receptionist leaves the area. While the receptionist works from 8:00 to 5:00 Monday through Thursday and 8:00 to 4:30 on Fridays, the central office's front door remains unlocked while anyone is in the building. Therefore, this storage arrangement for criminal history records carries a substantial risk of unauthorized access to highly sensitive information. This is a violation of Section 411.097(c) of the Texas Government Code, which states:

Criminal history record information obtained by a school district ... may not be released or disclosed to any person, other than the individual who is the subject of the information, the Texas Education Agency, the State Board for Educator Certification, or the chief personnel officer.

According to the department, criminal history records have been moved to a more secure location within the Human Resource Services office space. While this makes criminal history files less accessible, it does not alleviate the problem completely. TSPR found that even those files stored within the department are not adequately secure.

Employee medical information, for instance, is maintained separately in binders located on a bookshelf in the department director's office. The office is not locked when the director is out, leaving this highly confidential information vulnerable to unauthorized access.

"Hot files," files of employees involved in litigation or complaints, are maintained in the main filing cabinets, separate from regular personnel

files. Although the main file cabinets are equipped with locks, Human Resource Services staff members reported that the cabinets are never locked. The front door to Human Resource Services is locked only when the last employee leaves each evening.

Recommendation 44:

Control access to all personnel files by ensuring that all file cabinets are equipped with locks and are kept locked at all times when Human Resource Services staff members are not present.

Medical and criminal history files should immediately be moved to locked filing cabinets to which access may be strictly controlled. The district also should consider purchasing fireproof cabinets to protect records against catastrophic events.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Human Resource Services develops and implements procedures to ensure that personnel files are protected from unauthorized access, instituting stop-gap measures as necessary until new file cabinets can be purchased and installed.	June 1999
2.	The director of Human Resource Services purchases file cabinets with adequate space to hold all current personnel files, while maintaining medical and criminal records separately from general personnel records.	September 1999
3.	The newly purchased file cabinets are moved into the Human Resource Services office.	September 1999
4.	The director of Human Resource Services or her designee moves all personnel files into the file cabinets.	September 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

The district's nepotism policy addresses both blood and marital relationships between board members and district employees. Relationships of blood or marriage in instances of direct or second-level supervision, however, are not addressed. TSPR found instances in CISD in which individuals are in the direct chain of command of a relative. This

situation can lead to legal and administrative difficulties for the district and its employees.

In two cases, cafeteria managers supervise relatives. One supervises her mother, the other her sister. The principal of the district's alternative school is the husband of the assistant superintendent for Curriculum and Instruction, who in turn supervises the principal's supervisor. Also, a campus secretary at Smithson Valley High School is the wife of an assistant principal at the same school.

According to a recent survey by a human resources consulting firm, Strategic Outsourcing, Inc., CISD is in a minority of small to medium-sized entities that lack a policy regulating the placement of relatives and spouses within the same work group. The survey found that 72.7 percent of the entities studied (including both governmental and educational bodies) have a policy forbidding relatives and spouses from being in the same work group or having influence over performance appraisals, promotions, and incentive programs. Furthermore, the survey found that 83.7 percent of responding organizations had policies specifically concerning the supervision of one employee by a spouse, relative, or "significant other."

A model policy suggested by the National Association of College and University Business Officers (in *Administrative Procedures for Small Institutions*, Second Edition, Keith W. Matthews, Ed.), states:

It is the policy of the [district] to seek the most qualified persons to fill its teaching, administrative, and staff positions; however, effective from the date of this policy, members of the same family may not be appointed to faculty and staff positions in the same department. In addition, no family member may have direct or indirect supervision over the progress, performance, pay, or welfare of another, and together they may not be involved with matters of financial controls and physical inventories of [district] properties.

Recommendation 45:

Institute a nepotism policy that addresses supervisory relationships and immediately address all existing exceptions to the new policy.

This recommendation is intended to reduce the likelihood of lawsuits being filed against the district that claim preferential treatment to certain individuals based on family relationships.

The district should also take steps to remedy all existing employee relationships that run counter to the new nepotism policy through reassignment of staff. Any individual who cannot be moved from a supervisory relationship with a relative should be assisted in finding employment in a neighboring district, such as New Braunfels ISD.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Human Resource Services drafts a nepotism policy that addresses supervisory relationships between supervisors and subordinates and employees within a chain of command.	June 1999
2.	The Board of Trustees considers and approves the nepotism policy proposed by the director of Human Resource Services.	July 1999
3.	The director of Human Resource Services distributes the nepotism policy to all employees for inclusion in the district policy manual and begins addressing existing situations.	August 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

Human Resource Services reports that each district employee is issued an employee handbook targeted to his or her classification as an auxiliary, paraprofessional, professional, or administrative employee. As of the beginning of December 1998, however, no CISD teachers had received a handbook for the 1998-99 school year. The Human Resource Services department told TSPR that the 1998-99 handbook was still being revised.

According to Section 21.204(d) of the Education Code, districts must provide all employees with an up-to-date copy of the district's employment policies; many districts find that the best way to summarize this information is in regular updates to the employee handbook.

An effective employee handbook typically contains information on district policies that affect the employment relationship between the district and employees, including those in **Exhibit 4-16**. Only the district's *Classified and Auxiliary Handbook* could be used for comparative purposes, since no handbook for professional employees was available.

Exhibit 4-16 Elements of an Employee Handbook

Area to be Covered	Included in Classified and Auxiliary Handbook?
Absence and leave policies	Yes
Tardiness	No
Use of district property for personal use	Computer Use
Performance evaluation policies	Yes
Access to personal file	No
Substance abuse	Yes
Promotion and transfer policies	No
Disciplinary measures	No
Resignation and termination policies	Yes

Source: Texas School Performance Review.

The information contained in the employee handbook should clarify what is expected of employees and outline the procedures an employee should follow when addressing most employment-related issues. By providing each employee with a handbook that is updated as policies are added or changed, the district ensures that all employees have the same information about their employment, the rewards they can expect for a job well done, and the consequences of not performing their assigned duties.

CISD principals and other supervisors feel that the lack of the professional handbook during the 1998-99 school year hindered their ability to terminate employees for cause, as spelled out in the employee handbook. They say that, because a handbook has not been distributed, employees can feign ignorance of district policies and can get away with misconduct that would otherwise not be tolerated.

Furthermore, only CISD's auxiliary and paraprofessional employees are required to sign a statement indicating that they received an employee handbook. A signed receipt can, in the event of a lawsuit, illustrate that the district was diligent in its efforts to inform employees about the rules, regulations, and expectations surrounding the conduct of their duties. While the existence of a statement alone probably would not be enough to sway a jury, it does offer a measure of protection against frivolous lawsuits.

One of the issues affecting employee morale is poor communication on the district's part. An example of this problem came following the floods of October 1998, when bus drivers, who are paid to work 180 days each year, were told that they would not be allowed to use compensatory time for the two days the district was closed. This management decision was legitimate, since the two missed days will be made up at the end of the year and therefore the drivers still will be paid for 180 days. The fact that they were not losing money in the long run, however, was not explained to the drivers, who were left with smaller paychecks for the month and a sense of being disrespected by management.

Recommendation 46:

Prepare and distribute updated employee handbooks at the beginning of each school year, and require all employees to sign a statement of receipt of the employee handbook at the time of hire and each time a revised employee handbook is distributed.

The employee handbook should be distributed to each employee each time it is revised. The statement of receipt should be filed in each employee's personnel file.

By communicating policies including those regarding employee pay during school closures, the district could avoid controversies and reduce the district's liability in the event of lawsuits.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Human Resource Services analyzes new and revised policies as adopted by the board to determine their impact on district employees.	June 1999
2.	The director of Human Resource Services makes changes to the existing employee handbook for each category of employee as appropriate.	June 1999
3.	The superintendent reviews and approves the revised employee handbook for each category of employee.	July 1999
4.	Upon approval of the superintendent, the director of Human Resource Services arranges for enough employee handbooks for each category of employee to be printed to ensure that each district employee receives one.	August 1999
5.	The director of Human Resource Services distributes the revised employee handbooks to all employees.	August 1999
6.	Each employee signs a statement included in the handbook saying	August

	that they received it, removes it from the handbook, and returns it to Human Resource Services.	1999
7.	The director of Human Resource Services ensures that a signed statement is received from each employee and files the statement in each employee's personnel file.	August 1999
8.	The director of Human Resource Services ensures that those steps are repeated every year.	Ongoing

FISCAL IMPACT

This recommendation could be implemented with existing resources.

Most of CISD's central administrative employees, as well as its teachers and school administrators, are employed on annual contracts.

Texas is an at-will state, meaning that its employers have the right to hire and terminate employees with or without notice. In school districts, contracts are required for professions that require a valid certificate or permit; noncertified personnel are not required to contract for employment.

Annual contracts create additional work for Human Resource Services, since a new contract must be prepared for each employee each year. The contracts prepared by Human Resource Services do not include specific salary information and employees are required to sign the contracts without knowing what their salary will be for the following year. Continuing employees are assured that their salary will not be less than it was for the previous year; new employees are assured that their salary will be at least the minimum for the salary scale for the position they are filling. The preparation, issuance, and filing of new contracts each year for all central office administrative employees are unnecessary and are not required by the Texas Education Code.

Perhaps more important, it is far more difficult to terminate an employee hired under a term contract immediately. Generally, in cases in which an employee under contract is terminated, his or her salary must be paid through the end of the contract term. Doing away with contracts for noncertified employees would provide the district with greater flexibility in staffing decisions.

Recommendation 47:

Discontinue the practice of issuing annual contracts for all employees who are not required by state or federal law to hold certificates or permits.

This recommendation would give the district additional flexibility in employing central administrative personnel and would reduce time spent by Human Resource Services in administering contracts.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Board of Trustees changes district policy to clarify that only those employees who are required to hold valid certificates or permits will be employed on contract.	June 1999
2.	The director of Human Resource Services holds an informational session with all central administrative personnel affected by the change in policy to explain the impact the change will have on their employment relationship with the district.	July 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

Chapter 4

PERSONNEL MANAGEMENT

C. RECRUITING, HIRING, AND TERMINATION

At the beginning of each academic year, CISD conducts new employee orientation for both professionals and paraprofessionals. These sessions are organized by the assistant superintendent for Curriculum and Instruction with assistance from Human Resource Services. This half-day session includes diversity awareness training and, in the fall of 1998, also included an orientation on the district's benefits program. Diversity training is provided each year in compliance with the district's Diversity Strategic Plan; other topics may change from year to year.

New employees receive an orientation session that consists of a two-hour introduction to the district. Benefits are explained by the district's third-party administrator, and new employees are asked to complete paperwork, including tax forms, benefits forms, and an authorization for the completion of a criminal background check.

The district also conducts summer training sessions for specific groups of employees. On July 28 and 30, 1998, for example, CISD administrators, athletic directors, and counselors could attend workshops on team building and violence prevention.

The Food Services and Transportation Departments perform their own recruiting and hiring functions. Criminal background checks of Food Services personnel are requested by Human Resource Services, while those for new bus drivers are handled by the Transportation Department.

FINDING

CISD has developed strong recruiting relationships with the educational departments of Southwest Texas State University, the University of Texas at Austin, and Trinity University. Representatives from Human Resource Services visit each of these schools at least once each year to conduct interviews and recruit graduating students. Students from these schools are invited to complete their student teaching requirements at CISD. **Exhibit 4-17** displays the 1997-98 recruiting schedule and resulting hires.

Exhibit 4-17
Recruiting Schedule and Resulting Hires
1997-98

Date	Location	Number of Applicants	Number of Interviews Conducted	Number of Resulting Hires	Cost
10/28/97	UT-Austin	10	10	0	\$30
11/6/97	UT-San Antonio (UTSA)	44	44	4	\$1,125
11/12/97	St. Mary's University	5	5	0	\$25
12/8/97	UT-Austin	7	7	0	\$50
12/9/97	South West Texas State University (SWTSU)	60	60	0	\$62
12/16/97	SWTSU	24	24	0	\$12
2/98	Prairie View A&M University	6	6	0	\$106
2/26/98	Trinity University	2	2	0	\$30
3/3/98	SWTSU	24	5	4	\$62
3/11/98	UTSA	65	65	5	\$112
3/13/98	UT-Austin	11	11	2	\$30
4/14/98	St. Mary's University	9	9	2	\$25
4/21/98	Texas A&M - Corpus Christi	14	14	1	\$290
5/12/98	SWTSU	58	12	10	\$62

Source: CISD Human Resource Services.

Following each visit to a school for a recruiting fair or interviews, Human Resource Services sends thank-you notes to all individuals who visited the CISD table and left their names and addresses.

COMMENDATION

Human Resource Services actively participates in recruiting at area colleges and universities and sends thank-you notes to potential applicants who visit the CISD information table.

FINDING

Many openings are filled internally by employees who already work for the district. Generally, directors and coordinators give priority to current employees when looking for an individual to fill a position. In the Food Services Department, for example, one lead manager previously served the district as a substitute food specialist, a full-time food specialist and a kitchen manager.

Exhibit 4-18 displays a sample of transfers and promotions that have occurred during the 1998-99 school year.

**Exhibit 4-18
Transfers and Promotions
May through November 1998**

Transfer From		Transfer To	
Position	Location	Position	Location
4 th Grade Teacher	Bulverde Elementary School (BES)	Librarian	BES
Title I Aide	Comal Elementary School (CES)	Title I Teacher	CES
Attendance Clerk	CES	Administrative Secretary	Central Office (CO)
Nurse	Canyon High School	Nurse	Canyon Intermediate School (CIS)
Computer Assistant	CIS	Campus Secretary	CIS
Clerical - Receptionist	Mountain Valley Elementary School (MVES)	Special Ed Assistant	Frazier Elementary School (FES)
5 th Grade Teacher	Mountain Valley Intermediate School (MVIS)	Principal	MVIS
Librarian Assistant	MVIS	Computer Assistant	MVIS

Office Clerk	MVIS	Librarian Assistant	MVIS
Computer Inst. Asst	MVIS	Technology Technician	CO
Food Services	(no location available)	Clerical - Receptionist	MVES
Art Teacher	Rahe Primary School	P.E./Girls Coach	Spring Branch Middle School (SBMS)
Instructional Aide	SBMS	Special Ed Teacher	SBMS
Theater Arts Teacher	SBMS	Counselor	SBMS
English Teacher	SBMS	Assistant Principal	Smithson Valley High School (SVHS)
Counselor	SVHS	Personnel Specialist	CO
Language Arts Teacher	Smithson Valley Middle School (SVMS)	Grant Writer	CO
Clerical Aide	SVMS	Counselor Secretary	SVMS
Instructional Aide	Therapeutic Day Treatment Center	Resource Unit Teacher	SVHS

Source: CISD Human Resource Services.

This practice allows current employees to see a career path and opportunities for advancement within the district. The best employees are more likely to stay with an employer when they feel that they can grow professionally and continue learning. Hiring from within often translates into a more smooth transition and shorter learning curve, since the incumbent already knows the individuals he or she will be working with and understands the district's organizational culture.

COMMENDATION

The district gives priority to internal applicants before opening jobs to the public.

FINDING

CISD is experiencing a large degree of turnover and is having trouble filling positions in some areas. Surveys conducted by TSPR reveal that many district employees believe that turnover is a critical problem (**Exhibit 4-19**).

Exhibit 4-19 TSPR Survey Responses Ability to Retain Qualified Employees

The district is able to retain qualified employees.	Strongly Agree/Agree	Disagree/Strongly Disagree	Neutral/No Opinion/No Response
District Administrators	20.0%	64.0%	16.0%
Teachers and School Administrators	18.9%	75.5%	5.6%

Source: TSPR Survey of CISD district and campus administrators and teachers.

Exhibit 4-20 displays the number of vacancies in professional, certified positions between May and October 1998, the number and the percentage of positions not filled, the number of permits or noncertified individuals hired, and the percentage of permits or noncertified people hired.

Exhibit 4-20 Professional/Certified Positions Vacated and Filled May - October 1998

Category	Amount
Total number of professional positions as of May 1, 1998	814
Number of vacancies	119
Percentage of positions vacated (turnover rate)	14.6%
Number of vacated positions not filled	15
Percentage not filled	12.6%
Number of emergency or non-renewable permits	18
Percentage of permits	15.1%

Source: CISD Human Resource Services.

The positions that remained unfilled as of November 1998 included four educational diagnosticians, two licensed specialists in school psychology, three speech therapists or speech pathologists, one counselor, and one principal.

According to input received during focus groups, public input sessions, and one-on-one interviews, a number of factors are contributing to the problem of turnover in the district. Some comments include the following:

- Teacher salaries are minimal; lowest in area. Teachers are leaving in large numbers. Morale is lowest in years.
- CISD has lost and will continue to lose quality educators because our pay is not competitive with surrounding districts.
- Continual indecision by the board; not sticking to the plan; lack of support, pay, etc. for teachers increases the turnover rate.
- Low pay and [the district's] reputation as "training grounds" for enthusiastic new teachers causes teachers to seek higher pay in other districts, so turnover is great.
- We are losing good teachers due to overcrowded conditions and low pay.
- It looks like we could lose 100 teachers next year due to overcrowding.
- We expect [Smithson Valley High School] to lose 40 teachers because of working conditions.

Recommendation 48:

Implement nonmonetary employee incentives to reduce turnover.

In addition to bringing salaries in line with the market and improving the equity of salaries within the district, CISD should consider providing nonmonetary incentives to improve employee morale and encourage employees to stay with the district. Such measures might include featuring employees in local newspapers, instituting an employee of the month program that rewards the employee with incentives such as prime parking spaces, gift certificates to local restaurants or shops (that often will be donated by the businesses), and other programs that would not represent a monetary cost to the district.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Human Resource Services assembles a team of supervisors and principals to create a system of rewards and incentives to recognize employees and improve employee morale.	June 1999
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2.	Principals and the superintendent implement the employee recognition program as developed by the task force.	August 1999
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FISCAL IMPACT

This recommendation could be implemented with existing resources.

Individuals can work in direct contact with CISD's children for up to seven weeks before the district uncovers any evidence of a criminal history. The Human Resource Services staff member who is responsible for submitting requests for criminal records checks to the Texas Department of Public Safety (DPS) says that results generally are received from DPS two to four weeks after the request is submitted. In addition, since the district sometimes accumulates requests and may hold requests for a week or two before submitting a group of them, the process adds to the time that elapses before the district has the results of the background check in hand.

The standard procedures to be followed when hiring are displayed in **Exhibit 4-21**. For this example, it is assumed that a teacher is being hired at midyear to replace a teacher who resigned.

**Exhibit 4-21
Hiring Procedures**

Step	Action
1	The principal contacts Human Resource Services and requests a list of applicants for the appropriate teaching position.
2	Human Resource Services searches the database of applicants and provides a list to the principal of all applicants on file who meet the requirements of the opening.
3	The principal reviews the files of those applicants and selects a pool of applicants to be considered.
4	In most cases, the principal assembles a team consisting of teachers, administrators, and support staff to assist in evaluating the applicants.
5	The principal and/or the team schedules and conducts interviews with applicants.
6	The principal and/or the team makes a recommendation for employment to Human Resource Services.
7	Human Resource Services contacts the references provided by the individual.

8	Upon confirmation of references, the applicant is offered a position with the district.
9	The individual attends an employee orientation session at the Central Office, at which time he or she completes paperwork authorizing a criminal background check.
10	The new employee reports for duty.
11	Human Resource Services submits a request for a criminal background check of the individual to DPS.
12	When a report is received from DPS, any records of criminal history are reviewed by the Director of Human Resource Services, who then makes a determination of whether to continue employment on a case-by-case basis.

Source: Human Resource Services interviews.

The Transportation Department does not appear to have a similar problem with delays. The department conducts its own criminal records checks separately through DPS, and receives reports within the two weeks when new drivers are in training and before they come into contact with children. This cushion does not exist in other areas of district, where individuals receive a single day of orientation before coming in contact with children.

Allowing new employees to come into contact with children before the results of criminal background checks are available exposes the district to unnecessary legal risk and, more important, puts the district's children at risk.

Recommendation 49:

Conduct a criminal background check on every new employee before allowing them to come into contact with children.

This process could be facilitated by requiring all applicants to complete and sign the form authorizing a criminal background check at the time they submit an employment application. In this way, Human Resource Services could submit the individual's form to DPS at the time an offer of employment is made. The district could establish a policy where no individual is allowed to begin working for the district until the background check has been completed.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Human Resource Services works with the	June
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	superintendent and Board of Trustees to craft a board policy that forbids employees to come into contact with children before completion of a satisfactory criminal background check.	1999
2.	The director of Human Resource Services implements the policy by instituting a required waiting period between the time an offer, contingent on satisfactory completion of the criminal background check, is made to an individual and the time he or she reports for duty.	July 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

All hiring and termination actions involving administrators and teachers are approved by the Board of Trustees. While it is prudent to allow the board to approve the hiring of administrators, asking the board to consider the hiring of individual teachers is an unnecessary use of its time.

According to Section 11.201(d)(3) of the Texas Education Code, superintendents are responsible for "making recommendations regarding the selection of personnel of the district other than the superintendent, as provided by Section 11.163." Section 11.163 specifies that the district's policy on employment of personnel must provide that:

- (1) the superintendent has sole authority to make recommendations to the board regarding the selection of all personnel other than the superintendent, except that the board may delegate final authority for those decisions to the superintendent; and
- (2) each principal must approve each teacher or staff appointment to the principal's campus.

CISD also has no mechanism in place to ensure that a new hire can be paid within the school or department's budget. This monitoring function is left up to the principal or supervisor, while the final approval of the individual proposed for the position is left to the Board of Trustees.

This is contrary to effective management theory, which dictates that decisions should be made at the lowest possible level. A decision about the creation of a position must be made at a high level because it involves the district's management and budget. A decision about the individual being selected to fill an approved position should be made by those to

whom the individual will be report, with the approval of the superintendent.

Recommendation 50:

Authorize the superintendent to make all final decisions about the hiring and termination of non-administrative employees.

The superintendent's decision should be based on the recommendation of the appropriate principal or department head and an assessment of need and sufficient funding by the director of Human Resource Services and director of the Business Office.

Exhibit 4-22 displays the recommended procedure for making hiring decisions.

**Exhibit 4-22
Proposed Hiring Procedure - New Position**

Step	Action
1	The principal or department director determines that a new position is necessary to accomplish the goals of the school or business unit.
2	The principal or department director submits a request for a new position to the director of Human Resource Services.
3	The director of Human Resource Services analyzes the request in light of the number of staff in place at the school or department and determines whether the position is needed and whether it complies with the district staffing formula.
4	If the position is needed, the director of Human Resource Services or her designee writes a job description for the proposed position and determines the appropriate salary range that will be paid to an individual in the position.
5	The director of Business ensures that sufficient funds exist in the school or departmental budget to allow an individual to be hired to fill the position.
6	The principal or department director's original request, along with all supporting paperwork from the director of Human Resource Services and the director of Business, is submitted to the superintendent for approval.
7	Upon approval, the job is posted and candidates to fill the position are sought.
8	The principal or department director, along with a hiring committee if necessary, interviews qualified applicants and determines the best-qualified

	applicant.
9	The name of the selected applicant is forwarded to the superintendent for approval.
10	The superintendent approves the hiring of the applicant, contingent upon successful completion of required drug tests and background checks, and forwards the paperwork to the director of Human Resource Services.
11	The director of Human Resource Services prepares an offer letter to the successful applicant, initiates the criminal background check, schedules a drug test (if necessary), and schedules an orientation session.
12	At the next regular board meeting, the board is notified of the number of new hires made during the intervening period.

Source: Texas School Performance Review.

The board should continue to be involved in decisions about the hiring of principals and department directors.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent and director of Human Resource Services work with the board to formulate a policy that delegates all nonadministrative hiring decisions to the superintendent.	June 1999
2.	The director of Human Resource Services issues a memorandum to all supervisory employees advising them of the new policy and explaining the new procedures.	July 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

Although district policy states that only an individual's experience working in a school district counts in evaluating applications for employment, this policy is not consistently applied, nor is it necessarily a desirable requirement for professional support, clerical, and auxiliary employees.

Starting salaries are determined on the basis of years of experience: an individual with five years of service is started at the fifth step on the appropriate salary schedule. If, however, an individual (for example, an accountant) has 20 years of experience but none of it in a school district,

the policy states that he or she may be offered only the minimum salary for the position.

According to the director of Human Resource Services, this policy is not always applied. If, for example, the district is having severe difficulty recruiting an employee for a specific position, the director of Human Resource Services may give an applicant who has substantial non-school district experience up to five years' credit to offer a more competitive starting salary.

Recommendation 51:

Modify district policy to allow job-related, non-school experience to be used consistently for up to 10 years of school experience for professional support, paraprofessional, and auxiliary positions.

This would allow the district to offer salaries that are competitive with other organizations' salaries for experienced individuals in non-teaching positions. In this way, the district would be able to attract the most highly qualified individuals and offer them salaries commensurate with their experience and skills.

Only school district experience for certified positions (teachers and administrators) should continue to be included in salary calculations for new employees.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Human Resource Services works with the superintendent and the board of trustees to write a policy that allows job-related, non-school experience to be used for up to 10 years of school experience for non-certified positions.	June 1999
1.	The director of Human Resource Services develops a procedure to ensure that the policy is applied consistently for all positions.	July 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

Chapter 4

PERSONNEL MANAGEMENT

D. STAFF DEVELOPMENT

In accordance with site-based decision-making, most training in CISD is provided at the discretion of individual schools or departments. Each summer before school starts, however, all professional and administrative personnel receive two days of in-service training. This training is organized by the assistant superintendent for Curriculum and Instruction.

Exhibit 4-23 displays the programs for the sessions held July 28 through 30 and August 12, 1998.

Exhibit 4-23
Staff Development Programs
July-August 1998

Date	Topic	Target Audience
7/28/98	Team Building	CISD Administrators
7/29/98	Departmental Information	CISD Administrators
7/30/98	Violence Prevention	CISD Administrators Athletics Directors Counselors
8/12/98	Curriculum Development (Level-specific)	Elementary Teachers and Aides Sixth-Grade Social Studies Teachers Librarians (all levels) Music Teachers (elementary) Art Teachers (elementary) P.E. Teachers (elementary) Theater Arts (elementary) SAGE Middle School Teachers and Aides High School Teachers and Aides Art Teachers (middle and high school) Band and Choir (middle and high school) Career & Technology (middle/high school) Counselors (all levels)

		Foreign Languages (middle/high school) Nurses (all levels) P.E./Health/Athletics (middle/high school) Speech/Journalism (middle/high school) Theater Arts (middle/high school)
	Data Entry	Secretaries and Clerks (all levels)
	Characteristics of Brain-Based Learning	Teachers and Aides (all levels)

Source: CISD Human Resource Services.

The Department of Instruction also organized Summerfest 1998, a series of programs led by both nationally known educators and CISD teachers. **Exhibit 4-24** provides a sample of the topics offered and the target audience for each session.

**Exhibit 4-24
Summerfest 1998**

Date	Topic	Target Audience
6/1/98	Classroom Management	All Educators and Paraprofessionals
6/1/98	Crisis Prevention and Intervention	All Educators and Paraprofessionals
6/2/98	Algebra I: Focus on EOC Exams and TEKS Assessment	Algebra I Teachers
6/2/98	Prevention and Management of Aggressive Behavior	Self-Contained Special Ed. Teachers, Administrators, Selected Teachers
6/3/98	ABC's of Special Education	All Educators and Paraprofessionals
6/3/98	Modifications for Students with Disabilities	All Educators and Paraprofessionals
6/4/98	Internet for Beginners on Macintosh	Beginning Internet Users
6/4/98	Writing as a Process in Math	All Math Teachers
6/9/98	Building Alliances in Support of Gifted Kids	Administrators, Counselors, Pre-AP and AP Teachers, Classroom Teachers
6/11/98	Plugged in to Social Studies	Grades 7-12 Social Studies Teachers

6/15/98	Dealing with Diverse Student Populations	All Educators
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Source: CISD Human Resource Services.

Overall, CISD teachers and administrators consider the district's staff development opportunities to be effective. **Exhibit 4-25** displays the responses of teachers and school and district administrators to a question about the quality of staff training.

**Exhibit 4-25
Staff Development
TSPR Survey Responses**

	Strongly Agree/ Agree	No Opinion/ No Response/ Not Applicable	Disagree/ Strongly Disagree
The staff development I have received has improved my job performance. <i>Response Group:</i> Teachers and School Administrators	51.5%	16.3%	32.2%
The staff development that the district provides its teachers helps them meet student needs. <i>Response Group:</i> District Administrators	56%	44%	0%
The staff development that the district provides its administrative staff helps them do their jobs more effectively. <i>Response Group:</i> District Administrators	44%	32%	24%

Source: TSPR Surveys of CISD Teachers and School Administrators and District Administrators.

FINDING

CISD offers a well-developed program of training on a wide variety of topics each summer. The Department of Curriculum and Instruction integrates a series of sessions led by nationally known educators and CISD

personnel (**Exhibit 4-26**). Sessions are held throughout the summer so as to be accessible to all interested employees; the district avoids offering overlapping sessions targeting the same group.

**Exhibit 4-26
Presenters at Summerfest 1998**

Presenter	Organization
Bill Morgan	Special Education Resource Services, CISD
Pam Henderson	Teacher, Arlon Seay Intermediate School
Robbie Bonneville	Math Consultant, Glencoe Publishing Company
Kay Franklin	Career & Technology Teacher, Canyon High School
Dixie Kingston	Consultant, Kingston Resources
Nancy Hester	Region XII Educational Service Center
Dr. Frances Stetson	Stetson & Associates, Inc.

Source: CISD Human Resource Services.

COMMENDATION

The district has built a solid program of teacher training sessions held throughout the summer.

FINDING

The training session for all administrators and teachers held before school starts each year has become a point of conflict between the assistant superintendent for Curriculum and Instruction and the director of Human Resource Services. The two departments are not working together effectively to formulate a sound training program. As a result, participants are not receiving the full range of training they need, and the district is not able to document that employees are receiving all training necessary to best perform their duties while minimizing the district's liabilities for breaches of employment law.

The director of Human Resource Services said that she developed a plan for the August 1998 in-service training that included sexual harassment. The actual training program implemented by the assistant superintendent for Curriculum and Instruction did not include this topic.

Teachers, counselors, and others report that district-sponsored training is not valuable, but school-sponsored training generally is graded as good.

Moreover, CISD does not provide training for supervisors of non-teaching positions in performance evaluation. This lack of training results in a situation in which most employees receive evaluations of "meets expectations" or "exceeds expectations" mainly because the supervisors do not have the training to make more critical judgments that can be substantiated (**Exhibit 4-27**).

Exhibit 4-27
Performance Rating by Category
Teachers and Administrators

	Exceeds Expectations/ Commendable*	Proficient/ Satisfactory*	Below Expectations / Needs Improvement*	Unsatisfactory
Teachers	45.5%	52.7%	1.4%	0.5%
Administrators	32.0%	68.0%	0.0%	0.0%

** The first rating is used for teachers; the second rating is used for administrators. Source: CISD Human Resource Services.*

Similarly, in the 1997-98 school year, the majority of employees rated on a five-tier scale were ranked as "clearly outstanding" or "exceeds expectations;" none were ranked as "below expectations" or "unsatisfactory" (**Exhibit 4-28**).

Exhibit 4-28
Performance Rating by Category
Support Services 1997-98 School Year

	Clearly Outstanding	Exceeds Expectations	Meets Expectations	Below Expectations	Unsatisfactory
Counselors	76.2%	23.8%	0.0%	0.0%	0.0%
Special Education Counselors	100.0%	0.0%	0.0%	0.0%	0.0%
Educational Diagnosticians	27.3%	45.5%	27.3%	0.0%	0.0%
LSSP	42.9%	14.3%	42.9%	0.0%	0.0%
Food Service	50.0%	50.0%	0.0%	0.0%	0.0%

Finance	100.0%	0.0%	0.0%	0.0%	0.0%
Assistant Principals	50.0%	50.0%	0.0%	0.0%	0.0%

Source: CISD Human Resource Services.

Statistically speaking, the number of employees who should "meet expectations" or better is only slightly greater than 50 percent. The fact that CISD's ratings are so much higher indicates that supervisors are not using the performance evaluation system properly.

Finally, despite the number of employees receiving marks lower than "meets expectations," only seven individuals have been terminated for performance reasons since 1995-96. Generally, properly documented employee evaluations can support termination actions. The fact that so few poorly performing employees in CISD have been terminated points to a lack of proper training of supervisors on how to conduct performance evaluations and document performance issues.

Recommendation 52:

Implement a set of required training topics for all district employees.

The training should include sexual harassment, ethics, and district policies and procedures. Supervisors should receive training in hiring, leadership, dealing with problem employees, conducting performance evaluations, and termination procedures. This training should be organized cooperatively by Human Resource Services and the Department of Curriculum and Instruction, and participants should be asked to sign a log to confirm their attendance.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Human Resource Services immediately develops and implements a training program on a standard set of topics for all district employees.	June 1999
2.	The director of Human Resource Services designates a staff member to be responsible for tracking the training received by all employees. This information should be kept in each employee's personnel file.	June 1999
3.	The director of Human Resource Services conducts a series of sessions on the topics and requires that all appropriate personnel attend.	On-going

FISCAL IMPACT

This recommendation could be implemented with existing resources.

Chapter 4

PERSONNEL MANAGEMENT

E. PERFORMANCE EVALUATION

Beginning in the 1997-98 school year, CISD's teachers are being evaluated using the Professional Development and Appraisal system (PDAS) system, a performance evaluation system developed by the commissioner of Education. PDAS requires principals to evaluate teachers on their performance in eight areas, including student participation, instruction that centers on student needs, feedback to students on their progress, discipline management, communication skills, professional development, compliance with policies and procedures, and improvement of academic performance of all students on the campus based on the state's Academic Excellence Indicator System.

For non-teaching staff, performance evaluations are based on the duties set forth in each employee's job description. Department directors and the assistant superintendent of Curriculum and Instruction are evaluated on eight general categories and their specific job-related duties. Other categories of employees are evaluated on a variety of indicators more or less related to their specific job duties.

FINDING

The duties listed in some performance appraisal documents do not mirror the duties listed in the associated position description. **Exhibit 4-29** compares selected key points of the director of Human Resource Services' job description against key indicators listed in the position's performance appraisal instrument.

Exhibit 4-29
Comparison of Job Description to Performance Appraisal
Director of Human Resource Services

Job Description	Performance Appraisal Instrument
Work cooperatively with principals and staff to select personnel for instructional assignments.	Provides for improving the quality of teaching through: Analysis of the district's ability to recruit teachers. Organizes an active program for personnel recruitment beyond the immediate area to provide a competent, well-balanced staff.
Coordinate orientation training programs for new	[NONE]

employees.	
[NONE]	Encourages and welcomes employee participation at board meetings.
Ensure that the employee handbook and personnel directory are created, updated annually, and distributed.	[NONE]

Source: CISD Job Description and Performance Appraisal Instrument, director of Human Resource Services.

Job descriptions and performance appraisal instruments can be effective only if the employee and supervisor both understand the expectations of the position. An employee's performance must be evaluated on the duties he or she is expected to perform; those duties should be enumerated in writing in the position description.

Many employers in both the public and private sectors, including school districts, find that they need no more than two basic performance appraisal forms, one for professional and administrative personnel, and another for paraprofessional and auxiliary personnel. CISD provided TSPR with 33 forms. The forms should be designed in such a way that the job duties set forth in the description are typed or written into the form and the employee is evaluated on each of these elements along with a series of elements common to all positions (for example, punctuality, communication skills, appearance, and professionalism).

Recommendation 53:

Base the indicators assessed in the performance appraisal instruments on current, accurate job descriptions for each position and reduce the number of forms.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Human Resource Services ensures that all district positions have a current, accurate job description.	June 1999
2.	The director of Human Resource Services ensures that the performance appraisal instrument used for each position can be adapted to reflect the actual duties of the position.	July 1999
3.	If the director of Human Resource Services determines that the	August

	current format for the performance appraisal instrument is not adequate, she designs a new performance appraisal instrument.	1999
4.	The director of Human Resource Services assigns a member of the Human Resource Services staff to provide training to all supervisors in conducting performance appraisals using the updated forms.	August 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

Performance appraisal instruments for non-teaching personnel are not standardized in terms of performance ratings. Directors are rated on a scale of 1 to 4, with 4 being "commendable" and 1 being "unsatisfactory." Most other administrative staff, including the Food Service coordinator, professional school counselors, assistant principals, accountants, and the public information officer, are rated on a scale of 1 to 5, with 5 being "clearly outstanding" and 1 being "unsatisfactory." Paraprofessionals are rated on a scale of 1 to 3, with 1 being "below expectations" and 3 being "above expectations." School administrators are rated on a scale of 1 to 4, with 1 being "unsatisfactory" and 4 being "commendable." Food service workers, custodians, and transportation personnel are rated on a scale of 1 to 5; construction supervisors and the purchasing agent are rated on a scale of 1 to 4. Community education coordinators are rated simply as "satisfactory" or "needs improvement."

It is difficult to provide consistent training on performance appraisals when the methodology and rating system varies for different positions.

Recommendation 54:

Adopt standard performance evaluation rating scales for all positions.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Human Resource Services works with a team of supervisors to develop a rating scale that is acceptable to the team.	June 1999
2.	The director of Human Resource Services revises all performance appraisal instruments to reflect the standard rating scale adopted by the team.	July 1999
3.	The director of Human Resource Services provides training to all supervisors on the use of the new rating scale.	August 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

Chapter 5

FINANCIAL MANAGEMENT

This chapter discusses CISD's financial management functions in four sections:

- A. Management of Revenues and Expenditures
- B. Accounting Organization and Operations
- C. Financial Planning and Budgeting
- D. Internal and External Auditing

Successful financial management programs ensure that the district receives all available revenue from the state and federal governments; makes sound financial decisions and adequate and equitable budget allocations; issues timely, accurate, and informative reports on the district's financial results; maintains adequate internal controls and uses automated transaction processing systems effectively; employs a skilled staff large enough to keep up with the district's daily activities; and maintains a consistent record of unqualified audit opinions.

Chapter 5

FINANCIAL MANAGEMENT

A. MANAGEMENT OF REVENUES AND EXPENDITURES

CISD's operating budget for 1998-99 was \$51.2 million. In addition, the district received more than \$6 million in special revenue funds, chiefly from the National School Breakfast and Lunch Program.

For purposes of state educational funding, CISD qualifies as a "property-rich" district. Because of its level of property wealth, CISD receives approximately 23 percent of its funds from the state. Only about 4 percent of district funds are from federal funding sources. Local and intermediate sources account for more than 72 percent of the district's funding (**Exhibit 5-1**).

Exhibit 5-1
CISD Sources of Funds
1997-98

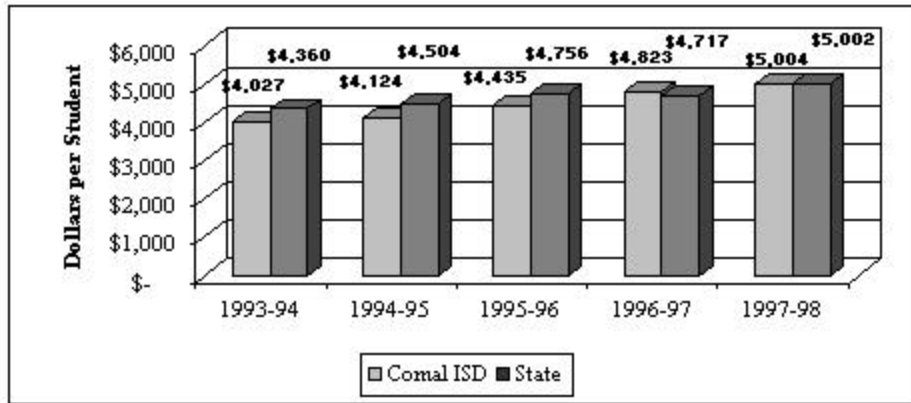
Source:	Percentage of Total
Local and Intermediate	72.3
State	23.3
Federal	4.4

Source: Academic Excellence Indication System (AEIS), Texas Education Agency, 1997-98.

CISD's total state aid dropped from \$12.5 million in 1995-96 to \$11.9 million in 1998-99 because dramatic increases in local property wealth have equaled or surpassed rapid student growth.

While the district has been growing, its expenditures and staffing have been rising more rapidly than enrollment. Operating expenditures per student increased each year for the past four years and surpassed the statewide average per student expenditures during 1996-97. During 1997-98, CISD spent \$5,004 per student, about equal to the state average of \$5,002 per student (**Exhibit 5-2**).

Exhibit 5-2
Operating Expenditures Per Student, CISD and State Average
1993-94 through 1997-98



Source: Academic Excellence Indicator System, Texas Education Agency, 1993-94 through 1997-98.

CISD's distribution of operating expenditures has changed somewhat over the past four years. Instructional expenditures have risen slightly as a percentage of total expenditures. (**Exhibit 5-3**).

Exhibit 5-3
Operating Expenditures, by Function (in thousands)
1993-94 and 1997-98

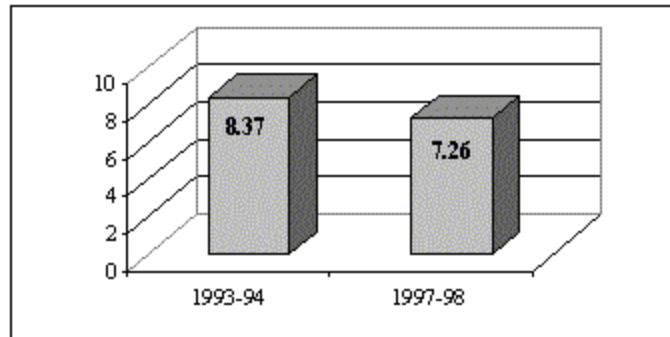
Category	1993-94		1997-98		Change
	Amount	Percent	Amount	Percent	
Instruction and Related Services	\$17,580	59.8%	\$30,035	61.5%	1.7%
Instructional Leadership	\$493	1.7%	\$878	1.8%	0.1%
School Leadership	\$1,531	5.2%	\$2,855	5.9%	0.7%
Central Administration	\$1,670	5.7%	\$1,507	3.1%	-2.6%
Plant Services	\$2,861	9.7%	\$4,631	9.5%	-0.2%
Other / Support Services	\$5,266	17.9%	\$8,896	18.2%	0.3%
Total	\$29,401	100%	\$48,802	100%	

Source: Academic Excellence Indicator System, Texas Education Agency, 1993-94 and 1997-98.

Overall staffing levels have outpaced enrollment growth. Student-to-staff and student-to-administrator ratios fell between 1993-94 and 1997-98. The

number of students per staff member fell from 8.37 in 1993-94 to 7.26 in 1997-98 (**Exhibit 5-4**). The 1997-98 statewide average for districts the relative size of CISD was 7.8 students per total staff. CISD's 7.26 ratio suggests a less efficient overall staffing pattern.

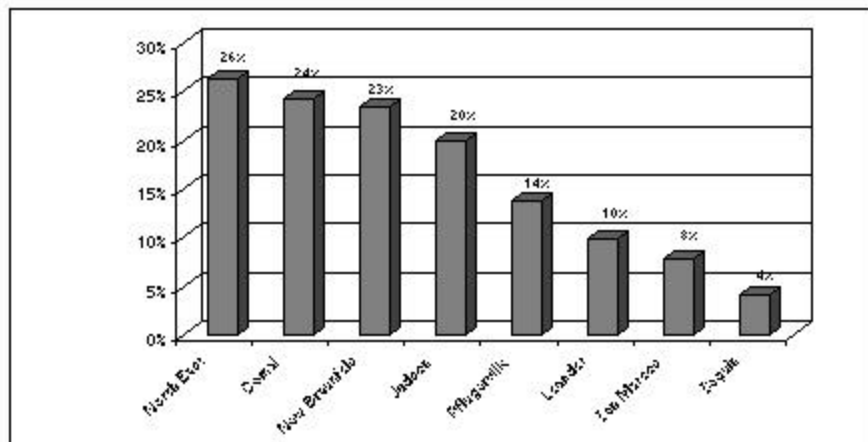
Exhibit 5-4
Student to Total Staff Ratios
1993-94 and 1997-98



Source: Academic Excellence Indicator System, Texas Education Agency, 1993-94 and 1997-98.

Per student operating expenditures at CISD have also increased at a higher rate than peer districts. Between 1993-94 and 1997-98, CISD's operating expense per student grew 24 percent, second highest among its peers (**Exhibit 5-5**).

Exhibit 5-5
Percent Growth in Per-Student Expenditures
CISD and Peer Districts
Between 1993-94 and 1996-97



Source: Academic Excellence Indicator System, Texas Education Agency, 1993-94 and 1996-97.

CISD's overall tax rate has risen substantially in recent years. The maintenance and operations (M&O) tax, which funds general school district operations, is \$1.50, the maximum allowed by law. The district is also empowered to levy a tax to pay debt service on outstanding bonds approved by voters. **Exhibit 5-6** presents a six-year history of CISD's adopted tax rates.

**Exhibit 5-6
CISD Adopted Tax Rates
1993-94 through 1998-99**

School Year	M&O Tax Rate	Debt Service Tax Rate	Total Tax Rate
1993-94	1.343750	0.236250	1.580
1994-95	1.348690	0.231310	1.580
1995-96	1.295660	0.269340	1.565
1996-97	1.372080	0.267920	1.640
1997-98	1.435090	0.294910	1.730
1998-99	1.500000	0.268380	1.768

Source: Comal ISD Tax/Budget History.

CISD's property wealth per student is slightly below the level at which a district is required by state law to send funds out of the district to equalize the wealth level of all districts in the state. Chapter 41 of the Education Code states that any school district with property wealth per student exceeding \$280,000 must select one of several options to equalize wealth levels, including sending money to the state or to poorer districts. Based on projected enrollment and economic trends, CISD managers do not anticipate significant increases in property values per student in the near future. Recent data support this position, as the district's property value per student has increased by less than \$5,000, or 2 percent, over the past four years (**Exhibit 5-7**).

**Exhibit 5-7
CISD Assessed Property Values
1993-94 through 1998-99**

School Year	Assessed Value (\$ millions)	Enrollment	Assessed Value Per Student
1993-94	\$1,596	7,307	\$218,420

1994-95	\$1,720	7,992	\$215,215
1995-96	\$1,951	8,586	\$227,230
1996-97	\$2,191	9,156	\$239,296
1997-98	\$2,274	9,753	\$233,159
1998-99	\$2,363	10,318	\$229,017

Sources: Comal ISD Tax/Budget History, AEIS.

Section 11.13(n) of the Property Tax Code allows school districts to offer additional homestead exemptions for up to 20 percent of appraised value. This is in addition to the recent statewide exemption of \$15,000 applying to all school districts. CISD is one of more than 250 Texas school districts statewide that provide an optional homestead exemption to their residents. This exemption lowers the value of residential property by a maximum of 20 percent for tax levy purposes, and reduces property taxes that otherwise would be received by the district. This exemption applies to both the maintenance and operations tax and the debt service tax. An owner of a \$100,000 house in CISD saves about \$354 per year in taxes through this exemption.

FINDING

CISD spends a majority of its general fund expenditures on salaries and benefits. While CISD's student population has grown by 33 percent between 1993-94 and 1997-98, the number of staff increased by 54 percent. The Personnel Department maintains campus staff allocation formulas for teachers, assistant principals, counselors and specialists (**Exhibit 5-8**).

**Exhibit 5-8
CISD Campus Staffing Formulas - Selected Professional Staff**

Staff Category	Elementary School		Middle School		High School	
	Students/ Grade	Staff	Students	Staff	Students	Staff
Regular Teachers	Pre-K	17:1				
	K-4	18:1	7-8	25:1	9-12	25:1
	5-6	22:1				
Principal	-	1.0	-	1.0	-	1.0
Assistant Principal	300-499	1.0	400-699	1.0	500-649	0.5
	500-749	1.5	700-999	2.0	650+	1.0
	750-999	2.0				

	1000-1249	2.5				
	1250-1499	3.0				
Counselors	0-399	1.0	0-399	1.0	0-249	0.5
	400-799	2.0	400-799	2.0	250-499	1.0
	800-1199	3.0	800-1199	3.0	500-749	1.5
			750+	2.0		

Source: CISD Student Enrollment and Professional Staffing Needs, 4/28/94.

These formulas, unchanged since 1994, were derived after district personnel researched formulas applied by other school districts.

CISD has the lowest average secondary class size among its peers. As **Exhibit 5-9** illustrates, CISD is lowest for English, mathematics, and science; second lowest for social studies and third lowest for foreign languages.

Exhibit 5-9
Average Class Size by Subject Area
CISD vs. Peer Districts
1997-98

District	English	Foreign Language	Mathematics	Science	Social Studies	Average in Core Subjects
Comal	19.3	21.4	19.5	19.9	21.7	20.4
Seguin	19.4	21.8	21.5	20.1	21.0	20.8
Judson	21.1	20.3	20.0	22.5	22.9	21.4
New Braunfels	22.6	20.8	20.5	23.4	23.4	22.1
Pflugerville	24.8	22.3	23.8	23.8	23.6	23.7
North East	23.7	23.7	23.3	24.5	25.8	24.2
Leander	23.6	25.5	23.8	24.5	25.4	24.6
San Marcos	22.3	24.5	23.1	30.4	24.5	25.0

Source: Texas Education Agency, AEIS.

Exhibit 5-10 shows that CISD has the second-lowest number of students per teachers (only Seguin ISD has a lower ratio). A low student-teacher ratio is often thought of as academically desirable. Some districts have made a conscious decision to keep the ratio of students to teachers low as a strategy for improving student performance in general, or for improving a specific area of academic concern. For example, in the Corpus Christi ISD, the district decided to reduce the student/teacher ratio in the area of math because math scores were below average. In CISD, neither the board nor the administration have formal goals indicating that lower than average class sizes are the result of a districtwide strategy for improving student performance.

Exhibit 5-10
Number of Students Per Teacher
CISD versus Peer Districts
1997-98

District	Percent
North East	16.3
Pflugerville	16.0
Leander	15.6
New Braunfels	15.4
Texas	15.3
Judson	15.1
San Marcos	14.9
Comal	14.5
Seguin	13.9

Source: Texas Education Agency, AEIS.

Exhibit 5-11 illustrates each CISD campus, the number of teachers, the enrollment, and the number of students per teacher. As this exhibit illustrates, the two schools with the highest number of students per teacher are Canyon Intermediate and Arlon Seay Intermediate with 17.2 students per teacher. Canyon High School (with the exception of Comal Leadership Institute, the alternative school) has the lowest number of students per teacher with 12.4.

Exhibit 5-11
Number of Teachers (Full time Equivalent), Enrollment, and

**Number of Students Per Teacher by Campus
1997-98**

Campus	Number of Teachers (FTE)	Enrollment	Number pf Students Per Teacher
Canyon Intermediate	36.4	625	17.2
Arlon Seay Intermediate	39.5	680	17.2
Bill Brown Elementary	45.3	741	16.4
New Life Treatment Center	2.0	32	16.0
Spring Branch Middle	32.1	505	15.7
Goodwin Primary	33.0	501	15.2
Rahe Primary	35.5	533	15.0
Mountain Valley Elementary	47.3	692	14.6
Frazier Elementary	39.0	566	14.5
Comal Elementary	31.4	456	14.5
Mountain Valley Intermediate	18.5	267	14.4
Smithson Valley HS	108.0	1,533	14.2
Canyon Middle	43.1	598	13.9
Bulverde Elementary	24.0	331	13.8
Smithson Valley Middle	37.8	503	13.3
Canyon HS	88.9	1,101	12.4
Comal Leadership Institute	10.0	89	8.9
AVERAGE			14.5

Source: Public Education Information Management System (PEIMS), Texas Education Agency, 1997-98.

In most academic areas at both high schools, the student/teacher ratio for CISD is below this target (**Exhibit 5-12**). Only Canyon's honors science and honors social studies student/teacher ratios meet the target.

Exhibit 5-12
Average Secondary Class Size for the Core Academic Subjects
1998-99

Academic Course	Canyon HS	Smithson Valley HS
Regular English and Foreign Language	21.2	23.6
Honors English and Foreign Language	22.9	21.2
AP English and Foreign Language	23.0	14.0
Regular Math	20.3	19.9
Honors Math	18.8	21.5
Regular Science	19.0	20.4
Honors Science	25.4	19.9
AP Science	17.3	20.3
Regular Social Studies	22.9	24.6
Honors Social Studies	25.0	19.4
AP Social Studies	16.5	20.5

Source: CISD, Master Schedule November 20, 1998.

Based on projections in the 1999 bond package, CISD's enrollment will rise to 10,900 students in 1999-2000 and 13,283 by 2003-04. If the district maintains its current student-teacher ratio, it will need between 37 and 45 new teachers each year over the next five years. About half of these teachers will be needed in secondary schools.

Some CISD teachers told the review team that class sizes at all levels are high in the academic courses, often as high as 35 students. CISD policy limits secondary class size to 30 students. TSPR's examination of district data indicates that Canyon High School has seven and Smithson Valley High School has six classes with 30 or more students. On the other hand, another teacher said that electives such as creative writing often have very few students. While visiting campuses, the review team observed a number of instances in which teachers had very small classes.

To explore this situation further, TSPR obtained class-size data for Canyon High School and Smithson Valley High School. **Exhibits 5-12**

and 5-13 illustrate the average class size for core academic areas at both high schools and the number and percentage of classes in core academic areas with between 10 students and 20 students. Only regular, honors, or advanced placement (AP) academic courses were included in these analyses. (Remedial classes that serve at-risk or special education students typically are smaller than average for academic reasons, and therefore not applicable to this comparison).

Exhibit 5-13
Average Secondary Class Size for the Core Academic Subjects
1998-99

Academic Classes	Canyon HS		Smithson Valley HS	
	Number of classes with 10 to 14 students	Number of classes with 15 to 20 students	Number of classes with 10 to 14 students	Number of classes with 15 to 20 students
Regular English and Foreign Language	8 (13%)	22 (36%)	1 (1%)	12 (13%)
Honors English and Foreign Language	2 (11%)	4 (21%)	3 (17%)	3 (17%)
AP English and Foreign Language	0 (0%)	0 (0%)	2 (67%)	1 (33%)
Regular Math	3 (9%)	8 (24%)	6 (11%)	3 (5%)
Honors Math	3 (38%)	1 (13%)	0 (0%)	3 (27%)
Regular Science	3 (6%)	20 (54%)	6 (11%)	17 (25%)
Honors Science	0 (0%)	1 (14%)	0 (0%)	7 (64%)
AP Science	2 (67%)	0 (0%)	0 (0%)	2 (50%)
Regular Social Studies	2 (5%)	10 (23%)	2 (3%)	4 (7%)
Honors Social	0 (0%)	1 (20%)	0 (0%)	7 (78%)

Studies						
AP Social Studies	1 (50%)	0 (0%)	0 (0%)	1 (50%)		
Total	24 (11%)	67 (30%)	20 (6%)	60 (18%)		

Source: CISD, Master Schedule November 20, 1998.

Block scheduling or modified block scheduling often will require more teaching staff than a traditional schedule because under block scheduling students are in class for 90 minutes or more instead of the traditional six or seven 50-minute classes. CISD uses a modified block schedule at all middle schools and a block schedule at both high schools. There are wide variances in the student-teacher ratios even between these campuses. Further, some of the campuses without block schedules have lower ratios than the ones with block schedules. Therefore, block scheduling does not in itself explain the variance.

While **Exhibit 5-12** shows a wide variance in the average secondary class sizes, **5-13** shows that both high schools are offering a total of 44 low-enrollment classes in a variety of subjects. Another 127 courses have fewer than 20 students per class. Low enrollments in a wide variety of subjects, coupled with the 13 classes that exceed the 30-student board mandated cap, signal some inefficiency in class scheduling. By increasing the number of students in each of these classes to the district's staffing goal of 25, the district would need fewer teachers and fewer classrooms; both factors are particularly important to a high-growth district like CISD.

As shown in **Exhibit 5-14**, the number of assistant principals is consistent with formulas, but there are 5.5 fewer counselors than are needed according to the formula.

Exhibit 5-14
Formula and Actual Staffing, Assistant Principals and Counselors
1997-98

School	Enrollment	Assistant Principals			Counselors		
		Formula	Actual	Difference	Formula	Actual	Difference
Canyon HS	1,101	2.5	2.7	-0.2	3	3	0
Smithson Valley HS	1,533	3	3	0	3	3	0

Smithson Valley MS	503	1	1	0	2	2	0
Canyon MS	598	1	1	0	2	2	0
Canyon INT	625	1	1	0	2	1	1
Mountain Valley INT	267	0	0	0	1	1	0
Arlon Seay INT	680	1	1	0	2	1	1
Bulverde ES	331	0	0	0	1	1	0
Comal ES	456	0	0.5	-0.5	1	1	0
Goodwin Primary	501	0.5	0	0.5	1.5	0	1.5
Frazier ES	566	0.5	0.5	0	1.5	1	0.5
Mountain Valley ES	692	1	1	0	1.5	1	0.5
Rahe Primary	533	0.5	1	-0.5	1.5	1	0.5
Bill Brown ES	741	1	1	0	1.5	1	0.5
Totals		13.0	13.7	-0.7	24.5	19.0	5.5

Source: PEIMS 1997-98; plus corrections in PEIMS submission made by district.

In sum, these allocations may contribute to the community perception that resource allocation among schools is inequitable. Only 21 percent of teachers and school administrators surveyed agreed with the statement that the district allocates funds fairly among schools; 51 percent disagreed, and the remaining 28 percent had no opinion or no response. Of parents

surveyed, only 22 percent agreed with the same statement, but a larger portion (44 percent) had no opinion or no response. Approximately 36 percent of parents disagreed.

Recommendation 55:

Update and consistently apply staffing formulas to achieve equity among the campuses.

The local board must determine appropriate staffing patterns. CISD's board and administration must then consistently use its staffing formulas to manage staff growth throughout the district. While TSPR did not examine the staffing levels of every class of employee, the district should reevaluate and consistently apply all formulas across all campuses. The staffing formulas should be updated annually to reflect the philosophy and objectives of the district and to achieve equity among the campuses. If there are differences between formula and actual staffing levels, there should be a reasonable explanation included in the budget.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent, the director of Business Operations, and the director of Human Resource Services review and modify staffing formulas to achieve equity among the campuses.	June 1999
2.	The assistant superintendent of Curriculum and Instruction implements a procedure to annually review class loads and develop plans to achieve district targets.	June 1999
3.	The director of Human Resource Services requires principals to provide written explanations justifying variances above prescribed staffing formulas and targets.	Annually
4.	The director of Business Operations, the director of Human Resource Services, and the assistant superintendent of Curriculum and Instruction approve or reject variances.	Annually
5.	The superintendent approves or rejects variances and submits explanations of approved variances to the board during the budget process.	Annually

FISCAL IMPACT

Other sections of this report address staffing of custodians, food service workers, and bus drivers.

Through better scheduling, CISD should be able to avoid creating additional new teaching positions each year, and to reduce the total

number of new classrooms needed to support the growing student population. If CISD can achieve an overall student-to-teacher ratio in the district to 15.3:1, the peer district and state average, through more efficient scheduling techniques, the district could avoid hiring a total of 71 new teachers next year (10,314 students/15.3 = 674 FTE teachers - 745 teacher FTE employed during 1998-99). Considering that CISD loses about 60 teachers each year (8.4 percent turnover) and enrollment growth requires the district to hire between 37 and 45 new teachers each year, it should be possible to reduce 71 positions through attrition and growth in 1999-2000. Assuming an average teacher salary of \$31,786 plus 8.92 percent benefits, cumulative savings in the first year will equate to \$2,458,091 ($\$31,786 \times 1.0892 \times 71$).

According to existing formulas for counselors, CISD is understaffed. The average salary for a school counselor is \$42,100 plus 8.92 percent benefits or \$45,855. The cost to hire 5.5 counselors is \$252,203 annually.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Update and consistently apply staffing formulas to achieve equity among the campuses.	\$2,205,888	\$2,205,888	\$2,205,888	\$2,205,888	\$2,205,888

FINDING

CISD's Business Operations does not prepare reports analyzing department-level expenditure trends and efficiency measures. The district does not compare its own department-level financial information to that of peer districts or analyze the data for historical trends. The Texas Education Agency's Public Education Information Management System (PEIMS) database provides all Texas school districts a wealth of detailed financial information, but CISD does not use this information for management purposes.

District managers cannot evaluate their spending levels because Business Operations does not analyze the information. Several areas, such as Food Services and Energy Management, report their own selected statistics, but most departments do not make any assessments of efficiency. Consequently, the budget process depends largely on negotiation rather than sound financial analysis of expenditures and efficiency levels.

Expenditure analysis generally is a responsibility of a business office director and a controller. Neither position performs this function at CISD.

Recommendation 56:

Expand the duties of the director of Business Operations and the controller to include analytical reviews of financial data and performance measures.

The controller should evaluate district expenditures by function, by program, and by type of expenditure or object code. The analysis should include per-student and other per-unit financial measures over a five-year historical period. The controller also should analyze current peer-district data. The controller should examine any line-item expenditure per student that has increased by more than 5 percent over the previous year or by more than 25 percent over five years. The controller should examine any variance in per-student expenditure greater than 10 percent of the peer average. Finally, the controller should evaluate other per-unit expenditures, like custodial costs per square foot.

The controller should use data available on the district's own information systems as well as PEIMS financial and statistical data on peer districts.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Business Operations adds analytical review procedures to the job description of the controller.	June 1999
2.	With assistance from the district's Technology Department, the controller develops a five-year history of financial measures for each department.	October 1999
3.	The director of Technology collects similar data from peer school districts through the Texas Education Agency's PEIMS database.	October 1999
4.	The controller and department heads analyze historical trends and peer comparisons and research unusual variances.	November 1999
5.	The controller develops graphics and documents to explain major variances and submits them to department heads for review.	January 2000
6.	The controller finalizes the analysis and submits a report to the board.	February 2000

FISCAL IMPACT

This recommendation could be implemented with existing resources, staffing levels, and expertise.

Chapter 5

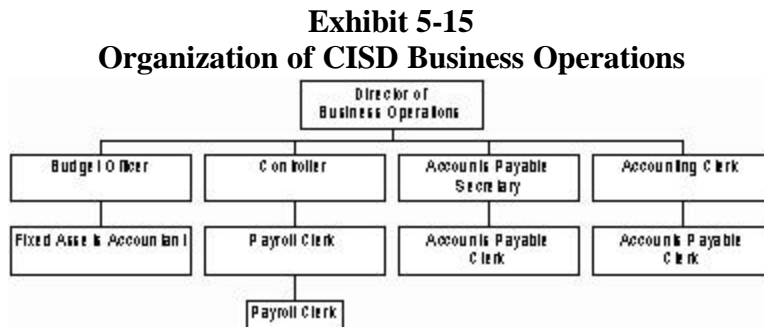
FINANCIAL MANAGEMENT

B. ACCOUNTING ORGANIZATION AND OPERATIONS

CISD's Business Operations generates district financial statements, prepares the annual budget, recommends tax rates, and processes accounts payable and payroll. (Other Business Operations functions addressed in the Asset and Risk Management chapter include investments, cash management, and the reporting of tax collections.)

Business Operations also organizes and holds bond elections, manages the district's external audit, and audits campus activity funds.

CISD's Business Operations is in transition. In the 1998-99 school year, the board approved the addition of a controller position to the office. This position, now filled, eventually will be responsible for a majority of the district's accounting operations, including some staff supervision. The director of Business Operations also manages the district's food service operations. **Exhibit 5-15** shows the current organization of financial management in Business Operations.



Source: CISD Business Operations.

The Business Operations general fund budget for 1998-99 is \$384,245 (**Exhibit 5-16**). This represents an increase of 14 percent over the 1997-98 budget. The increase was due primarily to the addition of the controller position approved by the board.

Exhibit 5-16
Business Office Budget - General Fund
1998-99

Business Office	1998-99 Budget	Percent of Total Budget
Salaries and benefits	\$328,319	85.4%

Purchased services	16,460	4.3%
Supplies	9,200	2.4%
Other operating expenses	11,266	2.9%
Capital outlay	19,000	5.0%
Total	\$384,245	100%

Source: CISD Approved Budget, 1998-99.

FINDING

CISD has three key financial positions: the director of Business, the new controller, and the budget officer. All three are individuals with an accounting degree or an accounting background, but none are certified public accountants (CPA). This is not uncommon in smaller school districts, but as districts grow, their accounting and financial management functions become more complex, requiring greater expertise.

The new controller has not yet assumed many of the duties normally associated with such a position. To date, the controller's primary activities are cash management and investments. CISD plans to expand the controller's job responsibilities in the near future to include supervision of payroll activities.

Several indications suggest that CISD's Business Operations would benefit from additional accounting expertise. CISD does not officially close its books on a monthly basis. A budget report is prepared monthly, but neither a general ledger trial balance nor a month-end balance sheet is prepared. The external auditor prepares the trial balance and balance sheet only at year's end. Furthermore, the district has no formal or informal end-of-month closing procedure checklist or documented procedures.

Internal control weaknesses discussed later in this chapter also point to a lack of accounting expertise. Accounting duties are not properly segregated, expenditures are not subjected to appropriate levels of review, and accounting activities are not coordinated.

Recommendation 57:

Provide financial incentives for key financial staff to become certified public accountants and consolidate all accounting functions under the controller.

The district should provide financial incentives for the director of Business Operations, the controller and the budget officer to become certified public accountants. This incentive should be an increase in compensation.

Operationally, the controller should be responsible for financial statement preparation, external audit, accounts payable, payroll, fixed-asset accounting, and general ledger maintenance, while continuing to supervise cash management and investments.

All accounting procedures, including month-end closing procedures, should be documented and consolidated under the controller position. The new controller and other business operations managers should be encouraged to become CPAs over the next two years.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Business Operations develops an incentive plan for key financial staff to become a CPA.	June 1999
2.	The director of Business Operations expands the supervisory functions of the controller to include all accounting operations and updates controller job description.	June 1999
3.	The controller documents month-end closing procedures and coordinates all accounting functions.	July 1999

FISCAL IMPACT

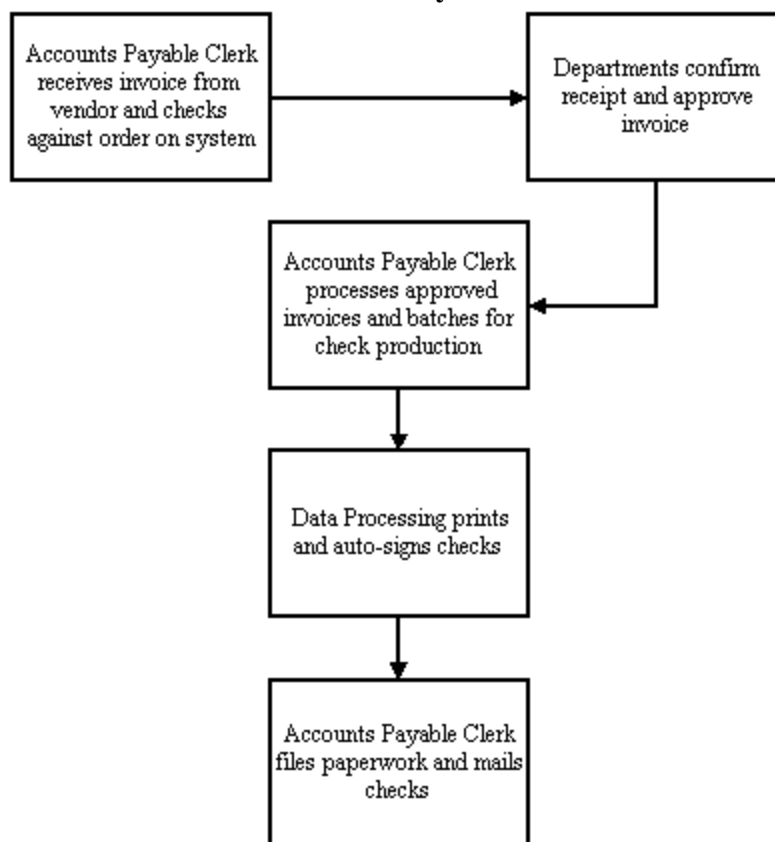
A \$5,000 incentive per person will cover the individual's cost to prepare for and take the exam and provide additional financial incentive to obtain the CPA. Two of the three identified positions likely will take advantage of this incentive, sit for the CPA exam in 1999-2000, and be eligible for the incentive by 2000-01. By applying a benefit rate of 8.92 percent, the net cost to the district will be \$10,892 per year beginning in 2000-01.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Provide financial incentives for key financial staff to become CPAs and consolidate all accounting functions under the controller.	\$0	(\$10,892)	(\$10,892)	(\$10,892)	(\$10,892)

FINDING

CISD's Business Operations is responsible for processing accounts payable invoices for payment. This process is depicted in **Exhibit 5-17**. The accounts payable clerk receives invoices and sends them to the appropriate department or campus for approval. The department approves the invoice, attaches a receiving report, and returns the package to the accounts payable clerk, who then processes the invoice and batches it with others for payment on the accounting system. The clerk asks Data Processing to print and auto-sign checks. The checks are returned to the accounts payable clerk, who mails them and files the associated paperwork.

Exhibit 5-17
CISD Accounts Payable Process



Source: Interview with CISD Business Operations staff.

This process lacks several basic internal controls. No supervisory position in Business Operations approves invoices for payment, before or after signature. The director of Business does not approve any invoices for payment, regardless of their size, or even sees the checks after they have been printed and signed although he does approve purchase orders. Furthermore, the controller has no responsibilities in approving invoices. An individual who has access to signed checks also enters invoices, exposing the district to risk of embezzlement. Paid invoices are not

stamped as paid, increasing the risk of a duplicate payment. According to the director of Business Operations and the accounts payable clerk, the accounting system does not check for possible duplicate payments, and the office does not verify the mathematical accuracy of vendor invoices.

Recommendation 58:

Change and document accounts payable procedures to eliminate internal control weaknesses.

The district should establish authority levels for invoice approval. The controller should approve invoices for less than \$1,000. Invoices for \$1,000 to \$25,000 should be approved by the director of Business, and invoices above \$25,000 should be approved by the superintendent.

Checks greater than \$25,000 should require a manual signature by the director of Business or the superintendent.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Business develops policy establishing invoice and check approval levels.	June 1999
2.	The board adopts policy establishing invoice and check approval levels.	July 1999
3.	The director of Business changes procedures to prevent accounts payable clerk from having access to checks after signature.	July 1999
4.	The director of Business reassigns mailing responsibilities to another CISD employee who does not have access to accounting records.	July 1999
5.	The director of Business implements procedures to verify invoice accuracy and stamp each paid invoice to reduce the possibility of duplicate payment.	July 1999
6.	The director of Business reviews changes in accounting procedures with the external auditor.	August 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

Two people are responsible for processing payroll. One payroll clerk processes monthly payrolls for professional staff while the other processes

the biweekly payroll for hourly employees. The hourly payroll clerk receives timesheets and leave slips covering a two-week period from various departments. These forms are completed manually by the employee and approved by department heads or principals. Different timesheet and leave-slip forms are used by different employees based on the preferences of individual departments. The payroll clerk verifies the approval signatures and manually calculates the hourly totals for the two-week period. The totals are entered on the district's payroll system and payroll checks are then processed automatically.

The monthly payroll clerk receives teacher substitute forms that are completed by the substitute and approved by the principal. The payroll clerk manually calculates the total of each substitute's hours, enters the information on the computer system, and processes checks for payment.

The current method of reporting hours is inefficient and allows excessive errors. Only the initial entry of hours on the form adds value. The calculation of total hours and the entry of information on the computer system require significant effort by the payroll clerks. The hourly payroll clerk stated that many timesheets and leave slips are prepared incorrectly, requiring additional efforts to contact the employee and correct the information. Between the two payroll clerks, the additional time required to perform these functions represents 0.25 of a full-time equivalent (FTE) work effort.

The current computer system also lacks a module to support employee time and absentee reporting. The district is in process of procuring a new information system.

Recommendation 59:

Purchase a timekeeping module as part of the new computer system to improve the efficiency and accuracy of payroll functions.

Each department or campus location should enter timekeeping information; data fields should restrict the type of data entered to prevent errors. Upon entry into the computer system, the department head then could approve hours and leave on-line and transmit approved transactions to payroll for processing. Payroll personnel would continue to review and approve time and expense reporting, but would not be required to calculate totals or enter hours into the system.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The controller develops time reporting specifications, timekeeping procedures, a standardized timesheet format and	August 1999
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	screen layout, and on-line transmission specifications.	
2.	The director of Technology reviews and finalizes the specifications and incorporates them into the general system requirements.	September 1999
3.	The director of Technology and the director of Business evaluate timekeeping modules as part of the overall system evaluation and selection.	October 1999
4.	Once the new system is selected, the controller operates parallel manual and automated time reporting systems for one department for two months.	January 2000
5.	The controller implements automated time reporting system for all departments.	March 2000

FISCAL IMPACT

The estimated cost of purchasing a timekeeping module as a component of an entire management information system is \$10,000.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Purchase automated timekeeping module	(\$10,000)	\$0	\$0	\$0	\$0

Chapter 5

FINANCIAL MANAGEMENT

C. FINANCIAL PLANNING AND BUDGETING

CISD begins developing initial enrollment projections for the next year in November, but officially starts its budget process in February. During February, the district budget officer presents an initial estimate of revenues and a final enrollment projection by campus to the board. In March, departmental heads submit preliminary department budgets by function and major expenditure type to Business Operations for review. By June, budget negotiations with each department are complete, and a detailed line-item budget is entered into the district's computer system. In late July, the board receives a draft of the line-item budget, and approves a final budget in mid-August. CISD's budget calendar is presented in **Exhibit 5-18**.

The superintendent presents the budget document to the board; this document shows proposed amounts by fund, school, function, and type of expenditure. Amounts are reported for the current year budget and the proposed budget for the following year. The first section of the proposed budget describes the budget process, explains fund accounting, and defines technical terms and accounting codes.

Exhibit 5-18
CISD Budget Calendar

Date	Description
February 6	Estimate state and local revenues.
February 13	Finalize enrollment projections by campus.
February 27	Department heads begin developing staffing plans, salary schedules and budgets by function, location and major object.
March 13	Provide utility and administrative cost information to department heads.
March 20	Receive and evaluate initial budget request, staffing plan and salary schedule. Make changes to budget.
April 13	Enter preliminary high-level budget on computer.
May 15	Present preliminary high-level budget to board.

May 19	Request department heads to prepare detailed budget by function, location and detailed object code.
June 4	Begin entry of detailed budget on computer system.
July 13	Begin preparing proposed budget books.
July 27	Complete budget books and present to board.
August 13	Meet with board and have proposed budget books available for public.
August 17	Have budget hearing and adoption.

Source: CISD Business Office.

FINDING

The Education Code requires school districts to prepare the budget in accordance with generally accepted accounting principles (GAAP), rules adopted by the State Board of Education (SBOE), and adopted policies of the Board of Trustees. CISD complies with these elements, but Section 44.002 also requires budgets to include all estimated revenue. The CISD budget does not include any revenue estimates or any information regarding tax rates. The only reference to revenue is on the final page of the budget document, in a pie chart showing the distribution of funding sources.

Other flaws in the budget document further impair the board's ability to evaluate the budget.

Exhibit 5-19 compares CISD's document against the essential elements of such a document. These elements ensure that the budget is consistent with the vision, goals, and spending priorities of the district; provides spending levels in the context of efficiency; and sufficiently explains any unusual variances from prior years. When these elements are present, trustees can make an informed decision about the budget. Board members state that they are generally pleased with the budget document, but agree that it does not provide any information on efficiency, relationships to district goals and spending priorities, and explanations of variances.

Exhibit 5-19 Assessment of CISD Budget Document

Essential Element	Assessment
Statement of district vision	Defined, but not linked to budget document.

List of district goals	Defined, but not linked to budget document.
Identification of budget priorities and relationship to goals	Not defined by board or superintendent.
Definition of terms and codes	Good explanation of terms and codes.
Explanation of budget process	Defined, but not in budget document.
Summary budget information	Only summary is detailed function and object code breakdown by fund. For instance, there are no summaries showing what percentage of general fund budget relates to salaries. This has to be added up by function.
Explanations for significant changes in budget line items	No explanations provided in budget document.
Analysis of financial and efficiency statistics	Very few financial measures done; none in budget document.
Per student expenditure data	Not presented in budget document.
Staff count data	Not presented in budget document.
Compliance with GAAP, SBOE Rules, and district policy (Section 44.002)	Does not include revenue estimates.
Line-item detail (Section 44.002)	Sufficient line item detail exists.

Source: Texas School Performance Review.

The CISD budget document lacks many elements necessary for informed decisions. It makes no mention of the district's vision or goals, spending priorities, explanations of variances from prior years, or evaluations of efficiency. Finally, it contains no summary schedules or graphs to communicate the essence of the budget document.

Recommendation 60:

Expand CISD's budget document to include revenue estimates and other information to facilitate informed budget decisions.

The budget should be expanded to include required revenue estimates and other essential elements needed for informed decision-making. **Exhibit 5-20** presents a revised table of contents for the budget document and explains what should be included in each section.

Exhibit 5-20
CISD Budget - Proposed Contents

Section	Description
1. Introduction	The district's current introduction should be expanded to include a description of the budget process and the budget calendar.
2. Revenue Projection	This section should reflect all sources of revenue for the district, and show a five-year history on a per student basis. Any unusual revenue trends and all revenue assumptions should be fully explained.
3. Budget summary and graphs (7 -10 pages)	A written narrative explaining the budget should be presented. Budget summaries should be provided at the district level, showing grand totals and separate breakdowns of totals by fund, function, program intent, location, and object code. Graphs should be used, and a five-year history should be presented, along with per-student amounts.
4. District spending priorities (5 pages)	The board should establish spending priorities, which should be associated with specific district goals and objectives defined in separate planning instruments approved by the board. Any spending priorities not associated with a district goal or objective should be separately noted and explained. Spending priorities should be supported by summary budget information that substantiates spending in accordance with priorities.
5. Evaluation of district efficiency (15-20 pages)	Key financial measures should be presented for the district and for each department in the district. A five-year history and a peer analysis should be included. Unusual variances should be explained.
6. Explanation of major changes	Major changes in budget line items should be explained. Statistical information should be used to explain variances where possible.
7. Line-item budget, by school and by department	The detail in the current budget is acceptable; however, per student amounts should be added.

Appendix: Glossary of terms	Include existing definitions of terms.
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Source: Texas School Performance Review.

The budget calendar should be adjusted to incorporate the above changes. Additional budget workshops should occur in June.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Business Operations makes recommended changes to the budget document in the introduction, revenue projection, budget summary and graphs, and district spending priorities sections. Changes in the evaluation of district efficiency, explanation of major changes, and line-item budget would depend upon implementation of separate recommendations in this chapter.	June 1999
2.	The director of Business Operations adjusts the budget calendar so that the board can receive the proposed budget in early to mid-June. This would allow sufficient time to evaluate the budget.	September 1999
3.	The director of Business Operations alters the budget document to show recommended changes in the evaluation of district efficiency, explanation of major changes, and line-item budget.	April 2000

FISCAL IMPACT

This recommendation could be implemented with existing resources.

Chapter 5

FINANCIAL MANAGEMENT

D. INTERNAL AND EXTERNAL AUDITING

FINDING

One CPA firm has conducted CISD's annual external audit for the past 15 years. The audit has not been put out for bid since 1991. Audit fees have ranged from \$16,000 to \$18,000 annually in recent years, with the exception of 1996-97, when CISD spent more than \$28,000 on the audit. The director of Business Operations told TSPR that because of staffing shortages, the auditors were asked to perform some functions normally performed by in-house staff, such as bank reconciliations and journal entries. In 1998-99, the district added a new position, and audit fees are expected to return to previous levels in 1998-99.

As part of its audit activities, the accounting firm provided CISD with management letters in 1994-95 and 1995-96, but did not issue one in 1996-97. Management letters provide recommendations to management regarding weaknesses in internal controls and procedures noted during the audit. Management letters are not required by the Education Code or by professional auditing standards, but it is highly unusual for an audit report not to be accompanied by a management letter.

AU Section 325 of the American Institute of Certified Public Accountants (AICPA) Professional Standards establishes guidelines for reporting internal control matters noted during an audit. Internal control weaknesses should be documented and reported to the audit committee, since they could limit the district's ability to record, process, summarize, and report financial data.

The 1994-95 and 1995-96 management letters included several suggestions to improve accounting operations and controls, but did not address other significant internal control problems such as:

- Lack of monthly closing procedures
- Accounts payable position having access to records, bank reconciliations, and checks before and after signature
- Lack of invoice approval levels
- Lack of coordination of accounting activities

The director of Business stated that the external auditor discussed several of these issues but did not include them in a management letter.

Recommendation 61:

Adopt a policy requiring the board to solicit bids for the external audit contract every five years.

The request for proposals should include requirements for a management letter. The board should form an audit committee to review proposals and annually review the quality of audit services received.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Business drafts a policy to solicit bids for the audit contract every five years.	June 1999
2.	The board approves the policy.	July 1999
3.	The board establishes an audit committee to monitor the auditor's performance and evaluate bids.	August 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

CISD does not employ an internal auditor. An employee in Business Operations audits school activity fund accounts but conducts no other compliance reviews. The lack of compliance monitoring exposes the district to increased risk of grievances, lawsuits or loss of funding.

Several board members expressed concern about the district's compliance with policies and administrative regulations. During the past five years, some board members conducted their own investigations of issues they believed were not being addressed by district management. These investigations and the related information requests prompted the board to implement a policy requiring a boardvote on such requests. Requests not approved by the majority of the board members are not addressed. In more recent years, however, this policy has not been strictly enforced, and individual board members continue to conduct their own investigations with or without the district's assistance.

The State Auditor's Office has recommended that school districts with enrollments of more than 5,000 consider creating an internal audit function. Internal auditing begins with several essential elements. First, the internal auditor, with assistance and guidance from the board, identifies areas within district operations of high and low risk. Then the district develops an audit plan that defines the cycle by which it will conduct

internal audits. This plan should specify the type of audit and its cycle, with high-risk areas assessed first and more frequently than low-risk areas. Next, the district develops an audit program that defines how each type of audit should be conducted, what steps are to be taken, and which data are to be analyzed. Finally, the board and the internal auditor develop report formats in which to present findings.

Recommendation 62:

Hire an internal auditor to report directly to the board.

The board should hire an internal auditor to perform recurring compliance work and special projects. The requirements for this position should include five years of school district internal audit experience and an accounting degree. The internal auditor should assist the board in developing an internal audit program where all functional areas of school district operations are subject to a compliance review at least once every three years.

The board should adopt a policy requiring all board-member investigations to be conducted by the internal auditor.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Business Operations director develops a job description and position requirements for an internal auditor.	June 1999
2.	The Human Resource Services director posts the position and initiates the recruitment process.	July 1999
3.	The Business Operations director screens candidates and submits three finalists to the board for approval.	August 1999
4.	The board interviews the three finalists and hires an internal auditor.	August 1999
5.	The internal auditor develops an internal audit program and submits it to the board for approval.	September 1999

FISCAL IMPACT

The internal audit position could be filled with a qualified candidate for a salary of \$42,500 plus benefits of 8.92 percent.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
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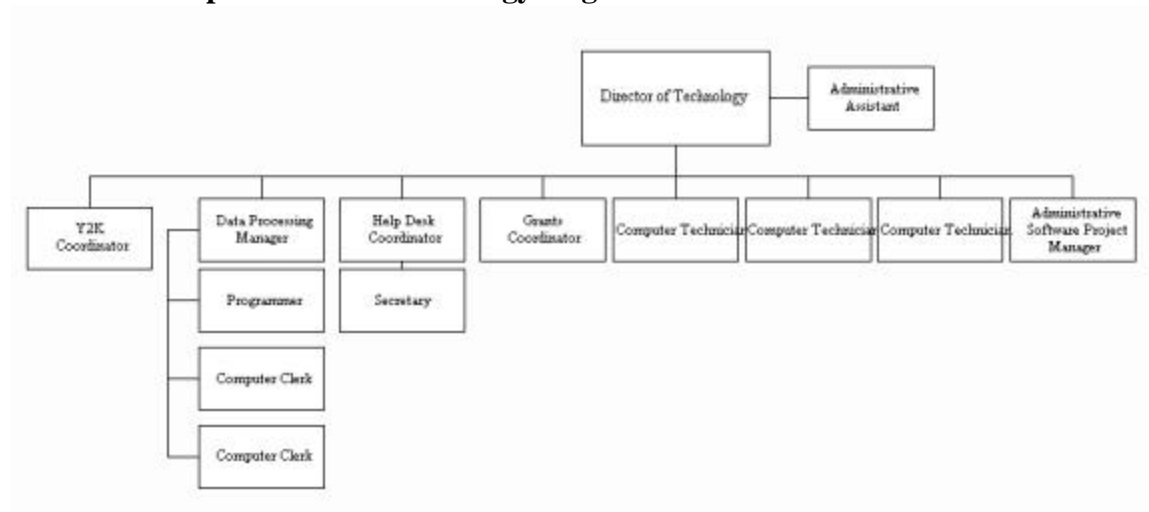
Hire an internal auditor to report directly to the board.	(\$46,291)	(\$46,291)	(\$46,291)	(\$46,291)	(\$46,291)
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Chapter 6 COMPUTERS AND TECHNOLOGY

A. ORGANIZATION AND MANAGEMENT

CISD's Department of Technology manages the district's computers and its technology functions. The department is staffed by 14 employees. The director of Technology has been in the position for less than two years. The organization of the department is presented in **Exhibit 6-1**.

**Exhibit 6-1
Department of Technology Organization Chart**



Source: CISD Technology Department.

Exhibit 6-2 describes the primary responsibilities of each position.

**Exhibit 6-2
Technology Position Responsibilities**

Title	Responsibilities Include
Director of Technology	Supervise, maintain, and support the district's networks, hardware, software, and telecommunications; test and evaluate all technology; test network software prior to installation; develop and maintain standards; provide technology acquisition support; develop technology budget; solicit additional financial support.
Administrative Assistant to	Manage projects for the director; Technology Integration in Education (TIE) grant reporting; wiring closet electrical

Director	needs, etc.; create purchase orders and research projects; general office duties-answer phones, create memos, connect computer printers and other devices.
Data Processing Manager	Supervise computer clerks; ensure reporting requirements are met; oversee Public Education Information Management System (PEIMS) reporting
Help Desk Coordinator	Provide help desk support.
Computer Technician (3)	Provide technical support; install and repair hardware and software.
Grants Coordinator	Serve as the district's grant coordinator for the purpose of researching and applying for grants; assist all district campus grant groups in applying for grants.
Programmer	Update software; solve daily requests; design and develop software programs; train staff; enter data; diagnose computer problems.
Computer Clerk (2)	Daily data entry and processing; PEIMS input; budget input; inventory equipment; clean hardware and minor maintenance; process requests for reports; schedule reports and processing.
Y2K Coordinator	Manage Year 2000 administration for the entire district.
Secretary	General office duties; inventory; all department filing; backup help-desk coordinator.
Administrative Software Project Manager	Assists district in selecting and supporting administrative software.

Source: CISD Technology Department.

The department's budget for 1998-99 was slightly under \$2 million (**Exhibit 6-3**).

**Exhibit 6-3
Technology Budget for 1998-99**

Expenditure	Local Technology Budget	State Technology Funds	Data Processing	Technology Infrastructure Funds	Total
Salaries & Benefits	\$64,200	\$-	\$387,210	\$-	\$451,410

Leased Computers	\$110,000	\$-	\$109,774	\$-	\$219,774
Software & Supplies	\$32,000	\$-	\$39,070	\$1,774	\$72,844
Hardware & Equipment	\$38,000	\$-	\$108,000	\$492,216	\$638,216
Parts	\$16,000	\$-	\$-	\$-	\$16,000
Training	\$19,200	\$-	\$13,510	\$-	\$32,710
Furniture & Equipment	\$-	\$52,907	\$51,480	\$-	\$104,387
Professional Services	\$50,096	\$245,000	\$200	\$-	\$295,296
Extra Duty Professional	\$-	\$-	\$900	\$-	\$900
Contract Maintenance	\$-	\$-	\$7,000	\$-	\$7,000
Printing & Copying	\$-	\$-	\$500	\$-	\$500
General & Warehouse Supplies	\$-	\$-	\$7,200	\$-	\$7,200
Travel & Meals	\$-	\$-	\$10,690	\$-	\$10,690
Overtime	\$-	\$-	\$2,500	\$-	\$2,500
Total	\$329,496	\$297,907	738,034	\$493,990	\$1,859,427

Source: CISD Technology Department.

FINDING

CISD has made significant progress in developing its technology infrastructure. Prior to the 1997-98 school year, most of the district's technology funds were distributed directly to the schools, which purchased, implemented, and supported their own technology; there were no standards across the district and almost no districtwide infrastructure. Only three schools had local area networks (LANs); a few had dial-up access to central office, and the entire district had only eight dial-up Internet accounts.

CISD's real focus on developing its infrastructure began in 1998. Instead of distributing technology funds directly to the schools, the funds were allocated by the Department of Technology. With these funds, the department began cabling all regular (non-portable) classrooms at all schools, providing each campus with a server so that all schools will have a LAN, and providing all schools with access to the central office and connectivity to the Internet. Schools will connect to the central office through a T-1 line either directly or through a neighboring school. The district recently purchased licenses for virus protection software so all networked computers in the district are protected; non-networked computers are protected through other software.

Survey results reflect this progress (**Exhibit 6-4**). Twice as many respondents agreed as disagreed with the statement, "CISD's computer systems are better today than they were five years ago." Fifty-two percent of district administrators agreed or strongly agreed with the same statement. While people may question some technology decisions and actions by the district, the majority agree that the situation is better than it was five years ago.

**Exhibit 6-4
Responses to Statement**

Group and Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
School administrators' and teachers' response to: CISD's computer systems are better today than they were five years ago.	2%	10%	34%	23%	9%	11%	11%
District administrators' response to: CISD's computer systems are better today than they were five years ago.	0%	20%	32%	20%	16%	4%	8%

Source: Texas School Performance Review.

By the end of the 1998-99 school year, each school (other than Goodwin, which is under construction) will have a LAN, all non-portable classrooms will be connected to a LAN, all schools will have Internet connections, and each school will be connected to the central office through a T-1 line.

COMMENDATION

The district has made significant progress in developing its technology infrastructure.

FINDING

The district has a technology committee with representatives from each school, but it is not a decision-making body. The group meets to receive updates on technology developments in the district. While this information is useful, the meetings do not allow time for two-way communication. The committee, moreover, is too large to be a productive decision-making body. Each school in the district also has an individual technology committee, and the district technology committee includes all individuals on all school committees.

Concerns expressed by members of the committee have resulted in remedial action. For example, in an effort to standardize district hardware, the director of Technology strongly encouraged CISD schools to purchase PCs rather than Macintosh computers. No person on the district's staff could support Macintosh computers, so all repairs were contracted out. Many teachers who were avid Macintosh users, however, were very upset by what they saw as a lack of Macintosh support. They expressed their concerns to the director of Technology, who responded by hiring a person to support the Macintosh computers.

But in other cases communication has been poor. For example, employees from several schools invested significant time in developing a proposal for a Technology Infrastructure Fund grant. The TIF grant is a non-competitive grant offered by the state's Telecommunications Infrastructure Fund Board to Texas school districts. Through it, districts can obtain funds to improve student access to the Internet. The funds may be used for wiring schools and purchasing telecommunications equipment necessary for a networked connection to the Internet. The group agreed on the proposal submitted.

However, when the proposal was submitted, the district's TIF coordinator recommended a money-saving idea that involved coordinating the district's TIF proposal with its application for a federal

e-rate discount. The rate discount ranges from 20 percent to 90 percent of the cost of purchasing telecommunications services, Internet access, and internal connections. This discount is not available for purchasing classroom computers. So, in an attempt to take advantage of this discount, the district used its TIF funds to purchase services eligible for the e-rate discount. This meant that some TIF funds originally designated to purchase classroom computers, which are not eligible for the e-rate discount, were used to provide additional network-access drops to schools, which are eligible for the discount. The Technology Department then used other department, non-TIF funds, to purchase the computers. In the end, each school received more computers and more network-access drops; however, many schools did not understand what happened and believe that the Technology Department ignored their input in the TIF process.

Recommendation 63:

Develop a districtwide technology committee that has input on district decisions.

The committee should include one representative from each school and should meet monthly with the Technology director and other members of the Technology Department staff. This committee should be responsible for revising the current technology plan and for future plan development. Other responsibilities of this committee should include:

- Identifying technology staff development needs for the district;
- Identifying ways of providing staff development;
- Researching effective uses of technology in schools;
- Researching effective instructional technology software;
- Sharing information about how technology is being used at schools throughout CISD;
- Discussing technology problems faced throughout CISD;
- Communicating effective practices and software to all schools; and
- Providing input on how technology funds should be spent.

Each school should select a representative to attend these meetings and an alternate to attend whenever the representative cannot. The representative should be an individual who is familiar with the school's technology.

While the committee would provide significant input into technology decisions, the director of Technology would maintain final authority over the decisions.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent authorizes each school to select a representative.	June
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	and an alternate to attend the technology committee meetings.	1999
2.	The director of Technology and the new committee meet to define their roles and responsibilities and set up a plan for decision-making through approval by the board when requested.	July 1999
3.	The superintendent approves the committee structure and the decision-making flow.	August 1999
4.	The superintendent periodically monitors the activities of the committee.	On-going

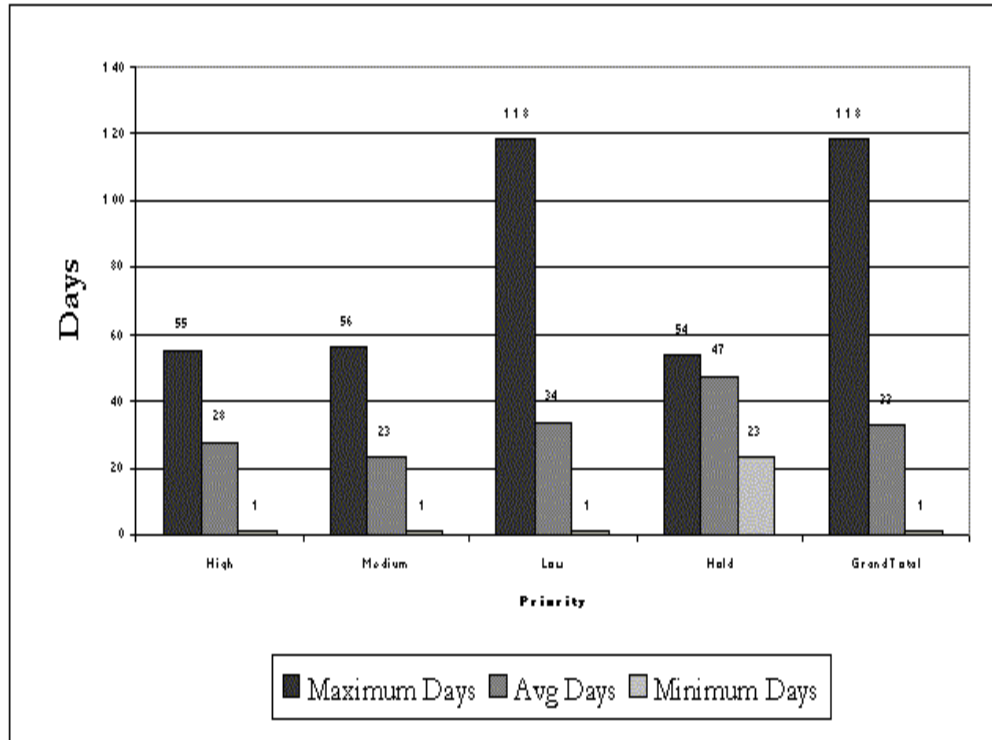
FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

The Technology Department requires an average of 28 days to respond to "high-priority" requests (those that are not an emergency failure)-those involving a total school, a network, classroom printers problems or software installation. If a lab or a library computer is down, it usually is fixed within a day or two. **Exhibit 6-5** presents the minimum, average, and maximum days needed to complete a repair by priority. As the chart illustrates, the maximum time required to close any low-priority request is 118 days and the average time to close any request is 33 days.

Exhibit 6-5 Times to Complete Repairs



Source: CISD Technology Department.

The department's help desk received 1,312 calls from its inception in August 1998 through the end of October 1998. As of November 1998, 1,082 were completed and 230 remained open. Of these 230, 79 were high priority, six were medium priority, 122 were low priority, and 23 were on hold (work has been suspended on these requests). These numbers do not include calls for repairs to new or leased computers. These machines are covered by a warranty and are repaired by the vendors.

The same employees who respond to non-warranty calls are completing the installation of the district's network. The director of Technology installs the server and network electronics and the technicians connect the workstations and printers. Since the installations are part of the TIF grant, they had to be completed by April 30, 1999. To meet this deadline, district technology staff dedicated significant time to installing the network. This severely affected the department's ability to respond to requests for assistance.

Once the servers and network are installed, the district will still be understaffed to support its technology effectively. Compared to its peer districts, CISD has fewer technicians for each computer (**Exhibit 6-6**). As the exhibit shows, CISD has one technician for every 1,086 computers. Each technician in Judson, San Marcos, and New Braunfels ISDs supports significantly fewer computers.

**Exhibit 6-6
Technology Support
CISD Versus Peer Districts**

District	Number of Technicians	Number of Computers	Number of Computers Supported by Each Technician
Comal	3	3,258 total 2,243 (in last five years)	1,086
Judson	8	5,000 total 2,500 (486 or better)	625
San Marcos	2 at central office plus campus support	1,500 total 1,050 (newer)	750
New Braunfels	1.5	1,110 total	740

Source: Phone calls to Judson ISD, San Marcos ISD, and New Braunfels ISD.

The Technology director was forced to take down the district's website temporarily because the department did not have the staff needed to maintain it. Only minimal information was available on the site and much of it was out-of-date. The site listed employees who had left the district two years before and did not include more recent employees.

The district has put the site back on the web. The website has general district information, including the school calendar, a staff directory, board meeting minutes, newsletters, and information about the upcoming bond election. The Technology Department still does not have enough employees to ensure that the information on the site will be well-maintained.

CISD uses contracted services for some of its computer repairs, but these services are expensive, averaging \$65 an hour. By comparison, the district spends an average of \$26,262 for the salary and benefits of each technician. Assuming each individual works approximately 2,080 hours a year, this is an hourly rate of under \$13 an hour.

Recommendation 64:

Create an additional technical support position and provide annual training.

There is sufficient demand to use district employees to make repairs; it is less expensive than using contractors. In addition, providing these services through district employees would allow the district to ensure consistency and retain a knowledge base of the district's technology.

The district should hire one additional technician. Even with the new hire, each CISD technician will be supporting 814 computers - still more than the peer-district average.

Assuming the high priority backlog will decrease once the TIF funds are fully implemented, the new technician should dedicate 30 percent of his or her time to managing the web page, beginning in September 1999. The technician should work with the director of Technology, the Instructional Technology coordinator, and the assistant superintendent for Curriculum and Instruction to develop a curriculum for a high school class in which students and teachers can participate in the maintenance and design of the web page. This would provide the district with assistance in maintaining the web page while providing a valuable learning experience for students. The technician/web page manager should establish procedures and a schedule for updating the web page. This should specify how, when, and by whom standard items like board minutes and agendas, news releases, and budgets should be forwarded and updated.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Technology identifies specific requirements for the technician position.	June 1999
2.	The director of Technology prepares a request to the board for the additional technical support position.	July 1999
3.	The director of Technology and the director of Human Resource Services develop a job description.	August 1999
4.	Human Resource Services (HRS) posts the position.	August 1999
5.	The director of Technology and the director of HRS reviews applications and makes an offer.	September 1999
6.	The technician/web page manager, the assistant superintendent for Curriculum and Instruction, the Technology director and the Instructional Technology coordinator develop a curriculum for a class so that students and teachers can participate in website design and maintenance.	September 1999
7.	The technician/web page manager establishes procedures for updating the web page.	October 1999

FISCAL IMPACT

Assuming that each technician is hired at \$22,250 (the average salary of the existing technicians) and that benefits cost the district an additional 18.03 percent, this position would cost the district \$26,262 annually. In addition, each new technician should receive annual training at a cost of \$1,000.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Create an additional technical support position	(\$27,262)	(\$27,262)	(\$27,262)	(\$27,262)	(\$27,262)

FINDING

The district's help-desk coordinator spends considerable time answering calls. The help desk receives about 130 calls a week or 26 calls a day. The majority of calls are either technical problems or data processing requests. Typical technical problems include reports that a network or classroom computer is down. Technical problems are directed to the district's technicians. Typical data processing calls include requests to print reports, report cards, and schedule cards; requests to write a custom report; and questions about the district's administrative software (Advanced Programs for Educational Computer Solutions, or APECS). APECS questions require 40 percent of the Data Processing manager's time.

For each call, the help-desk coordinator logs the information into the help desk database, answers the question when possible, and assigns the request to a staff member when the coordinator is unable to answer the question. The coordinator provides direct answers to only two or three calls a day. Once a request is resolved, the coordinator closes the request on the database. The help-desk coordinator position, then, is primarily administrative. According to the coordinator, completing these steps for each call requires about eight minutes. At 26 calls a day, answering help desk calls requires about 3.5 hours a day.

The salary for the help-desk coordinator position is \$46,263. Given that the average salary for an administrative secretary in the central office is \$21,500 and the average salary for a technician in the Technology Department is \$22,250, \$46,263 is out of line with other salaries.

The technology department also has a part-time secretary who assists the coordinator with answering help-desk calls.

Recommendation 65:

Eliminate the position of help-desk coordinator and create a position of help-desk technician.

The job description should require that the individual have a good understanding of the district's business and academic software, be able to install and operate basic software on Macintosh and IBM computers, and be able to troubleshoot basic printing and computer problems. The job description also may include the district's expectations for the position. For instance, there may be an expectation that the individual can answer 70 percent of the questions called into the help-desk.

Since the help-desk coordinator is primarily an administrative or technician position, the incumbent should receive an administrative or technician salary.

In addition, the district should provide training so that technical assistance can be provided without the need to refer as many calls to other technicians or the Data Processing manager. This should include training the help-desk operator on the district's business software, APECS.

The director of Technology should establish performance measures for this position, such as the number of calls answered and the number answered within 24 hours. The director of Technology should set goals for each of these measures and track the operator's performance on each measure to determine the extent to which the goals are being met.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Human Resource Services eliminates the help-desk coordinator position and creates the help-desk technician position.	June 1999
2.	The Technology director and the director of Human Resource Services writes the job description for the position.	July 1999
3.	The Technology director establishes performance measures for the position and begins tracking the operator's performance against these measures.	August 1999
4.	The help-desk technician receives ongoing training.	Ongoing

FISCAL IMPACT

Eliminate the position of help-desk coordinator for an annual savings of \$54,604 in salary and benefits. The average technician in the Technology Department earns \$22,250. Plus benefits of 18.03 percent this position

would cost the district \$26,262 annually. Annual training is estimated to cost \$2,000.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Eliminate the help desk coordinator and hire a help desk technician.	\$26,342	\$26,342	\$26,342	\$26,342	\$26,342

FINDING

The director of Technology sets standards for hardware to ensure that the district purchases high-quality equipment that will perform reliably and is easy to maintain and support. Standards also help to ensure that the Technology Department can provide the training needed to support the district's hardware and software. While all technology purchases are supposed to receive the signature approval of the director of Technology to ensure that they meet the district's standards, not all do. When departments or schools purchase technology with non-technology funds (e.g., school discretionary funds, student activity funds, or funds raised by Parent Teacher Associations), they often bypass the Department of Technology entirely.

Since the Department of Technology is responsible for supporting computers throughout the district, the director of Technology should review all purchases to ensure that the purchases are sound and will not be excessively difficult to maintain.

The superintendent has distributed a memo reminding principals that all technology purchases require the director of Technology's signature, but such purchases continue.

Recommendation 66:

Establish districtwide policies and procedures that require all technology purchases to have the written approval of the director of Technology before orders are placed.

Since the Technology Department must support all hardware and software purchases, the director of Technology should have to approve all purchases to ensure that school and district funds are wisely spent. The director of Technology should work with the recommended new technology buyer in Purchasing to establish procedures for technology purchases; these procedures should require the Technology director's signature on all technology purchases.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board of Trustees adopts the technology policy.	September 1999
2.	The director of Technology and the technology buyer develop a procedure for technology purchases.	October 1999
3.	The board approves the procedures recommended by the director of Technology and the technology purchaser.	October 1999
4.	The Purchasing Department communicates this procedure to schools.	October 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

Chapter 6

COMPUTERS AND TECHNOLOGY

B. GRANT WRITING

FINDING

At the urging of the director of Technology, the district hired a grants coordinator during the 1997-98 school year. Since July 1, 1998, the grants coordinator has won \$917,717 in grants for the district.

CISD applied for 26 grants between January 1998 and March 1999, won 14 of them (54 percent), and lost only four (15 percent); the other eight grants are pending.

COMMENDATION

The district successfully obtained \$917,717 in grants between January 1998 and March 1999.

FINDING

The grants coordinator position was created to pursue all types of grants for the district, not just technology grants. To ensure that this is understood, the superintendent and director of Technology sent a memo to all administrators and principals stating that the grants coordinator is available to work on all district grants; this information also has been communicated through general staff meetings and visits to schools. The grants coordinator has received significant publicity within the district and some individuals have sought her assistance with non-technology grants. Even so, since the position is located in the Technology Department, many in the district may not think to seek the coordinator's assistance for grants.

Recommendation 67:

Move the grants coordinator to Business Operations.

Relocating the position to Business Operations would make it easier for the coordinator to provide assistance on a variety of grants. It would remove the association with any single area and allow the position to focus on generating additional income for the district as a whole.

Since grants are potentially available for many of the district's functions, including technology, instruction, food service, community involvement, safety and security, and transportation, the grants coordinator position

should be located in a department like the business department that is not associated with any specific type of grant, so that staff from all functional areas would be encouraged to look to the coordinator for assistance. The district should encourage all departments to apply for grants and provide the support to all departments in this process.

Since significant grant funding is available for technology, the grants coordinator would continue to work closely with the director of Technology.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent reassigns the grants coordinator position to Business Operations.	July 1999
2.	The public information officer communicates this reassignment to CISD employees through the employee newsletter, the <i>Greensheet</i> .	July 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

One responsibility of the grants coordinator is to administer the district's in-district grant program, which is intended to help schools learn how to apply for grants.

In this first year of the in-district grant program, schools were asked to prepare and submit grant applications to the district to receive three newly leased computers. The computers were already earmarked for each school, but rather than giving them directly to the school, the Technology Department is using the computers as a reward for developing grant-writing skills. This process has frustrated many school employees. Many staff members felt the in-district grant was unnecessary busy-work added to an already busy schedule. The grants coordinator explained that if schools apply for other grants, they can use those as their grant-writing practice and still receive their three computers. Other schools received their three computers before writing the grant because of immediate need for the computers.

The Technology Department provided each school with a laptop computer with Internet access for this purpose. On the laptop, the district loaded grant application templates as well as bookmarks for websites listing grant opportunities. The grants coordinator visited campuses to work with

employees interested in grant writing and provided them with guidance and ideas on how to obtain grant funding.

In the end, every school wrote a grant and every school received three computers.

Recommendation 68:

Eliminate the in-district grant program.

While the goal of encouraging schools to apply for grants is worthwhile, it would be a better use of employee time to assist them in applying for grants outside of the district. Grant-writing assistance should be used to expand the district's overall resources rather than to distribute current ones. The district should terminate the in-district grant writing program and replace it with a program requiring all schools to apply for at least one external grant each year.

The grants coordinator should help schools identify potential grants and write the necessary applications. The grants coordinator also should coordinate district grant-writing efforts to ensure that schools do not compete for the same grants and that the district has the necessary resources to fulfill grant requirements.

The district also should take advantage of free grant-writing assistance offered by Texas A & M University's Center for Community Support, which provides a range of services including proposal writing and identifying grant opportunities.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The grants coordinator works with the director of Technology and the assistant superintendent of Curriculum and Instruction to prepare a proposal for the superintendent and board recommending an out-of-district grant requirement.	July 1999
2.	The grants coordinator communicates the requirement to the schools.	August 1999
3.	All schools submit at least one grant application for out-of-district funds.	June 2000

FISCAL IMPACT

This recommendation could be implemented with existing resources.

Chapter 6

COMPUTERS AND TECHNOLOGY

C. TECHNOLOGY PLANNING

FINDING

CISD has no disaster recovery plan and no backup equipment on which it can run critical applications. This could result in lost productivity and an inability to pay the district's salaries and bills, make purchases, and conduct other critical functions.

The district runs nightly backups of its APECS system and stores the tapes off-site. Unfortunately, these tapes would be useful only if the district had back-up hardware on which to run the application; the district does not have this hardware.

Exhibit 6-7 summarizes some of the key elements in a disaster recovery plan.

Exhibit 6-7
Summary of Key Disaster Recovery Plan Elements

Step	Details
Build the disaster recovery team	Identify a disaster recovery team that includes key policymakers, building management, end-users, key outside contractors, and technical staff.
Obtain and/or approximate key information	<ul style="list-style-type: none"> • Develop an exhaustive list of critical activities performed within the district. • Develop an estimate of the minimum space and equipment necessary for restoring essential operations. • Develop a timeframe for starting initial operations after a security incident. • Develop a list of key personnel and their responsibilities.
Perform and/or delegate key duties	<ul style="list-style-type: none"> • Develop an inventory of all assets, including data, software, hardware, documentation and supplies. • Set up a reciprocal agreement with comparable organizations to share each other's equipment or lease backup equipment to allow the district to operate critical functions in the event of a disaster.

	<ul style="list-style-type: none"> • Make plans to procure hardware, software, and other equipment as necessary to ensure that critical operations are resumed as soon as possible. • Establish procedures for obtaining off-site backup records. • Locate support resources that might be needed (e.g., equipment repair, trucking, and cleaning companies). • Arrange with vendors to provide priority delivery for emergency orders. • Identify data recovery specialists and establish emergency agreements.
Specify details within the plan	<ul style="list-style-type: none"> • Identify individual roles and responsibilities by name and job title so that everyone knows exactly what needs to be done. • Define actions to be taken in advance of an occurrence or undesirable event. • Define actions to be taken at the onset of an undesirable event to limit damage, loss, and compromised data integrity. • Identify actions to be taken to restore critical functions. • Define actions to be taken to reestablish normal operations.
Test the plan	<ul style="list-style-type: none"> • Test the plan frequently and completely. • Analyze the results to improve the plan and identify further needs.
Deal with damage appropriately	<ul style="list-style-type: none"> • If a disaster actually occurs, document all costs and videotape the damage. • Be prepared to overcome downtime on your own; insurance settlements can take time to resolve.
Give consideration to other significant issues.	<ul style="list-style-type: none"> • Don't make a plan unnecessarily complicated. • Make one individual responsible for maintaining the plan, but have it structured so that others are authorized and prepared to implement it if needed. • Update the plan regularly and whenever changes are made to your system.

Source: National Center for Education Statistics, "Safeguarding your Technology." Modified by the Texas School Performance Review.

The director of Technology recognizes the importance of a disaster recovery plan. He has developed but not yet documented a disaster recovery plan for the district; however, implementation of the plan is expensive and the director says the district does not have the funds available at this time.

Recommendation 69:

Prepare a comprehensive disaster recovery plan and ensure that the district's new administrative computer system includes provisions for disaster recovery.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Technology director includes providing disaster recovery as part of the request for proposals (RFP) to procure a replacement computer system.	June 1999
2.	The district evaluates disaster recovery solutions as part of evaluating the proposed computer systems.	October 1999
3.	The district acquires the components of the new system.	July 2000
4.	New system is installed and tested.	January 2001

When the district identifies the computer system to replace APECS, it should ensure that the new system includes provisions for disaster recovery. The solution may involve purchasing or leasing a backup server or may call for the identification of an entity with compatible hardware that would allow the district to use its hardware in case of an emergency.

FISCAL IMPACT

The cost of the disaster recovery solution would be included in the cost of the replacement computer system, so no fiscal impact would be associated with this particular recommendation.

FINDING

The district is behind in preparing its technology for the Year 2000. The Year 2000 (Y2K) problem stems from the fact that many computer programs track dates in two digits rather than four. As a result, the year

2000 will be read as 00 and might be confused with the year 1900. This can cause countless problems with almost any electronic device, including not only the district's administrative software that manages payroll, financial accounting, student scheduling, and attendance, but also elevators, electronic locks, heating, air conditioning, refrigerators, fire alarms, card-entry systems, food preparation equipment, and sprinkler systems. Among other potential results, operations may come to a halt, safety may be jeopardized, and individuals and vendors may not be paid.

Preparing for Y2K is a time-consuming process that takes years, not months, to complete. CISD is dangerously behind. **Exhibit 6-8** presents a high-level description of the steps involved and CISD's status on each step.

Exhibit 6-8
Steps in Year 2000 Project

Phase	Key Processes	Status
Awareness	<ul style="list-style-type: none"> • Define the Year 2000 problem and its potential impact on the enterprise • Conduct Year 2000 awareness campaign • Assess the adequacy of the agency's program management capabilities • Develop Year 2000 strategy • Obtain support from executive management • Establish Year 2000 executive management team • Appoint Year 2000 program manager • Identify technical and management contacts in core business areas 	Less than 50 percent complete
Assessment	<ul style="list-style-type: none"> • Define Year 2000 compliance • Focus on core business areas and processes and develop a Year 2000 assessment document • Assess the severity of the impact of Year 2000-induced failures • Conduct districtwide inventory of information systems for each business area • Develop a comprehensive automated system portfolio • Analyze system portfolio • Prioritize systems and components to be converted or replaced 	Less than 25 percent complete

	<ul style="list-style-type: none"> • Establish Year 2000 project teams for business areas and major systems • Develop Year 2000 program plan • Identify, prioritize, and mobilize needed resources • Develop validation strategies, testing plans, and scripts • Identify and acquire Year 2000 tools • Address implementation schedule issues • Address interface and data exchange issues • Initiate the development of contingency plans for mission-critical systems • Identify Year 2000-vulnerable systems and processes operating outside the technology department 	
Renovation	<ul style="list-style-type: none"> • Convert selected applications, databases, archives, and related system components • Develop data bridges and filters • Replace selected applications and related system components • Document code and system changes • Schedule unit, integration, and system tests • Retire selected applications and related system components • Communicate changes to information systems to internal and external users • Track conversion and replacement process, collect project metrics • Share information among Year 2000 projects, including lessons learned and best practices 	Not begun
Validation	<ul style="list-style-type: none"> • Develop and document test and compliance plans and schedules • Develop strategy for managing the testing of contractor plans and schedules • Develop strategy for managing the testing of contractor converted systems • Implement Year 2000 test facility • Implement automated test tools and test scripts • Perform unit, integration, and system testing • Define, collect, and use test metrics to 	Not begun

	manage the testing and validation process <ul style="list-style-type: none"> • Initiate acceptance testing 	
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Source: General Accounting Office, Year 2000 Computing Crisis: An Assessment Guide (modified by Texas School Performance Review).

In January 1999, the CISD board approved the hiring of a full-time Y2K project manager. This individual will focus entirely on preparing the district for Y2K until the middle of 2000, at which point the position will be changed into a technician position. While this person can manage the district's Y2K activities, the district will need additional contracted support to identify and implement all necessary changes in time.

While the district has hired a Y2K specialist, it does not appear that this will be sufficient to ensure that CISD is ready by the end-of-year deadline. The individual hired, moreover, does not have specific experience with Y2K projects.

Recommendation 70:

Hire Year 2000 contractors to complete implementation of Year 2000 fixes.

The contractor should be able to offer expertise during the critical assessment period to ensure that all needed changes are identified. Once these needs are defined, the district would be able to contact the vendors of the systems involved to determine what steps are necessary to make the system Y2K-compliant. The contractor also should work with school staff to define a role in the effort for them, train them on accomplishing their responsibilities, and ensure that their duties are completed effectively. The district's Y2K specialist can manage these changes with the vendors, but it is important to have the contractor's involvement at the assessment stage to ensure that all critical needs are identified in a timely manner.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent alerts all key administrative and technology staff concerning accelerated Year 2000 project.	May 1999
2.	The director of Technology and the Year 2000 project manager write RFP to hire experienced Year 2000 contractors.	June 1999
3.	The purchasing agent advertises the RFP and receives bids.	June 1999

4.	The superintendent, the director of Technology, and the Year 2000 project manager evaluate bids and make award recommendation.	July 1999
5.	The purchasing agent awards contract.	July 1999
6.	The contractors begin work and develop an emergency plan for completing Year 2000 changes and testing them by December 15, 1999.	August 1999
7.	The Year 2000 project manager gives weekly reports on progress of the work to the director of Technology and school administrators.	On-going
8.	The superintendent reports to the board on the successful completion of the Year 2000 project.	December 1999

FISCAL IMPACT

This fiscal impact assumes that the district hires two contractors at \$95 an hour for 40 hours a week, for eight weeks. According to several Y2K consultants, \$95 is a standard hourly rate for this type of work.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Hire Year 2000 contractors	(\$60,800)	\$0	\$0	\$0	\$0

FINDING

While CISD is moving in the right direction with its development of its technical infrastructure, there is no way of measuring the progress towards the technology plan because it lacks concrete details that can be measured. The district has a technology plan, but it does not provide clear steps showing how it will be implemented. The plan appears to have been developed to satisfy grant requirements rather than to serve as a guiding document for the district's activities. The director of Technology recognizes that the plan is not ideal and says that the department's workload has prevented him from spending the time needed to develop a more effective plan.

The CISD technology plan identifies the following goals for the district's technology:

- Comal ISD will complete the district infrastructure. Data and video will be transmitted between campuses and the world. The Comal Infrastructure will allow our district to become a paperless district and offer electronic text books to our students and staff.

- Provide a laptop computer check out program for students and parents. The Comal Intranet will then be accessible to all students and parents via a Remote Access Server.
- Comal ISD will provide adult education in the evening to promote adult literacy. CISD will also offer Internet, word processing, spreadsheet, and programming classes.
- Comal ISD will provide distance learning and offer college level technical and non-technical classes to our students.
- Comal ISD is committed to aggressively researching and applying for technology grants to maximize the amount of staff development and equipment we have to offer our children. Comal ISD will hire a full time Grant Writer in the 1998-99 school year.
- Comal ISD will provide all pertinent information about our district on the Comal ISD home page, including campus and district statistics, bus routes, employment opportunities, superintendent and board member information and goals, board meeting information, sports, band, and demographic data.
- Comal ISD will provide teacher competency training to determine individual teachers' strengths and weaknesses, training programs will be created and provided to all teachers, teachers will then be re-tested to ensure that the provided training meets or exceeds expectations.
- Comal ISD will prepare students to participate and collaborate in a technological environment.
- Comal ISD will provide the infrastructure, hardware and software that permit the utilization of technological developments in the instructional program.
- Comal ISD will provide students and teachers with access to computer hardware and software so that they may become a vital part of the instructional process and support the management of curriculum.
- Comal ISD will continue to seek out and utilize new technologies in order that students, teachers, and administrators are provided the tools necessary to effectively compete in the world today and in the future.
- Comal ISD will dispose of worn out or outdated technology according to district policy.

The plan also includes a list of technology tasks. The list is well-structured in that it attempts to capture the information needed for each task, including the person responsible, the task due date, the required funds, the funds used, the completion date, and the percent completed; however, it is not clear how the tasks connect to the plan's goals or to the department's budget. Moreover, 91 of the 95 items are assigned to the Technology director, an unrealistic workload.

The department has used the plan to win many grants. To manage the details of the department's activities, the Technology director tracks tasks along with their start and end dates in Microsoft Project.

According to TSPR's survey of CISD campus administrators and teachers, a majority of participants disagreed or strongly disagreed with the statements, "Technology in the district is well planned," and "Technology in the district is well implemented." (**Exhibit 6-9**).

Exhibit 6-9
Campus Administrator and Teacher Survey Results on Technology

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
Technology in the district is well planned.	1 %	5 %	16 %	16 %	37 %	26 %	0 %
Technology in the district is well implemented.	1 %	4 %	15 %	13 %	40 %	26 %	1 %

Source: TSPR Survey.

When similar questions were presented to central office administrators, 56 percent disagreed or strongly disagreed that "Technology in the district is well planned," and 60 percent disagreed that "Technology in the district is implemented effectively." As previously stated, the district has made tremendous progress in recent years in implementing technology; however, according to these survey results, many in the district are not aware of this progress.

Recommendation 71:

Refine the technology plan to ensure that tasks described in the plan are consistent with district goals and spending priorities.

The technology plan should include the steps or tasks required to accomplish each goal. For each task, the plan should include an estimated cost, a funding source, the person responsible for completing the task, its priority, and the timeframe for completion. The technology plan should be developed with input from teachers and administrators as well as students, parents, and community members. The processes of identifying the tasks, cost estimates, and timeframes for each goal would assist the director of

Technology in developing a realistic plan. Once the plan is finalized, the director should identify the detailed steps required to accomplish the tasks and should enter them into Microsoft Project. This would allow him to track the implementation of the plan.

The director of Technology should produce quarterly reports on the progress of the plan's implementation. These quarterly reports should be presented at board meetings so that the board, district employees and community members can be informed. The director also should ensure that the technology plan reflects and supports the districtwide goals and objectives in the district's strategic plan.

Coordinating the goals, tasks, and detailed steps may make it easier for people in the district and in the community to see that the district's goals are being accomplished.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Technology works with his staff and representatives from schools and administration to identify goals and tasks for the technology plan.	June - July 1999
2.	The director of Technology works with his staff and representatives from schools and administration to identify cost, source of funds, person responsible for, and deadline for each task.	July - August 1999
3.	The director of Technology updates the technology plan.	September 1999
4.	The director of Technology tracks detailed tasks in Microsoft Project.	November 1999
5.	The director of Technology presents the first quarterly progress report.	January 2000

FISCAL IMPACT

This recommendation could be implemented with existing resources.

Chapter 6

COMPUTERS AND TECHNOLOGY

D. ADMINISTRATIVE TECHNOLOGY

About half of the district's business functions - finance, personnel, transportation, food services - are automated. **Exhibit 6-10** lists various district functions along with the software, if any, used to automate the function.

Exhibit 6-10
Administrative Technology

Function		Software
General Ledger Accounts Payable Accounts Receivable Purchase Requisitions/ Orders Warehousing	Staff Tracking Payroll Grades Fixed Assets	APECS
Transportation		Edulog
Food Services		PCS Revenue Control System
Bank Reconciliations		Checkmate
Maintenance Work Order Management Construction Management Cash Forecasting Bank Access Investments Claims Tracking		None

Source: CISD Technology Department.

While the district's primary administrative software, APECS, automates many of the district's functions, it is not Year 2000 compliant, and the district is interested in automating additional tasks. For these reasons, the Technology Department is considering replacing APECS; candidates being considered include Pentamation, Technology and Information Education Services, Merlin, and the Regional Service Center System.

FINDING

Since CISD's current computer system is not Y2K-compliant, the district must find a solution to keep its systems running after 1999. Unfortunately,

this does not leave enough time for the district to identify its functional requirements, develop potential solutions, conduct the necessary cost-benefit analysis, and implement a new system. Identifying functional requirements alone is a complex and time-consuming process.

In recognition of this, the director of Technology has extended the district's APECS contract for one more year as an interim solution. This extension will provide the district with a version of APECS that is Y2K compliant, but the new version will not provide the district with the additional functions it desires, including maintenance and work order management, claims tracking, and several financial functions.

The school board voted to create a new position for an administrative software project manager. The position was posted during January 1999 and filled April 1999. This individual will be responsible for defining district requirements for a new system, identifying potential software solutions, assisting the district in selecting the best software solution, and managing the implementation and ongoing support of the new system. Hiring an individual to manage the software replacement is an important step, but it will not ensure that the district successfully identifies and obtains new software.

Recommendation 72:

Develop a plan for defining automation requirements, identifying the best software solution, and implementing the system.

Exhibit 6-11 provides a description of the steps required in this process.

**Exhibit 6-11
Tasks for Software Replacement Project**

Task 1	Develop Plan and Calendar - The district must develop a detailed plan and calendar for replacing the software. Individuals must be assigned to each step, and reports on progress should be presented to the superintendent and board each month. Individuals must be held accountable for accomplishing tasks on time. A project manager should be assigned to be ultimately responsible for the successful completion of the project.
Task 2	Identify Functional Requirements - The district should create committees for each functional area to be included in the new system. The committees should include managers as well as the workers that most frequently use the software. Committees should include campus as well as central office staff. A member of the Technology Department should serve as facilitator for the project. This individual should meet with each

	<p>committee to help them identify what works well in the current system, what it lacks, what manual tasks are performed most often, what manual tasks are time-consuming, what information is needed, what reports are needed, etc. A small group from the Technology Department - including the director and the data processing manager - should identify the technical requirements of the proposed system. Once these requirements are identified, they should be prioritized. During this step, the committee must address CISD's automation needs in the areas of maintenance, operations, and purchasing.</p>
Task 3	<p>Identify Potential Software Solutions - The project manager should identify potential software solutions. He or she should contact other school districts to see what they use and their level of satisfaction with their products; review journals and software directories, etc. Ideas from this research can be used to define the district's requirements. This step also should include consideration of outsourcing possibilities. For instance, the project manager should contact Regional Education Service Centers to assess the costs and benefits of outsourcing all aspects of the administrative system.</p>
Task 4	<p>Develop Budget for Project - The project manager should develop cost estimates for a new software system and present them to the superintendent. The superintendent and director of Technology in turn should present the estimates to the board. The board must approve a budget for the project.</p>
Task 5	<p>Develop and Issue RFP - The project manager should develop an RFP that specifies the district's functional and technical requirements, as well as evaluation criteria.</p>
Task 6	<p>Review Proposals - The director of Technology, project manager, and a committee of central office staff, campus staff, professional staff, and support staff should review proposals according to the evaluation criteria.</p>
Task 7	<p>Conduct Cost-Benefit Analysis of Each Solution - The committee should conduct a cost-benefit analysis of each potential solution. This analysis should reflect the cost and benefits in terms of all district resources, including financial resources and staff time.</p>
Task 8	<p>Select Solution - The committee should select a solution.</p>
Task 9	<p>Define Customization Requirements - The committee should identify what customization if any is required. If significant changes are necessary, the committee may want to spread the changes out over time.</p>
Task 10	<p>Install Software - The project manager must oversee the implementation of the software. This includes ensuring that hardware and software are in place and running properly and that users receive the appropriate training.</p>

	and support.
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Source: Texas School Performance Review.

One critical activity of this process is the evaluation of outsourcing options. This begins when the project manager identifies potential software solutions. One potential solution would be to contract out the system to a Regional Education Service Center. Under such an arrangement, the service center could provide the hardware, software, and support needed to run the district's administrative and student software. Under this arrangement, the database itself could be located at the service center with printers at the district, so that the reports could be printed locally. Service center staff could maintain the hardware and software needed to ensure that the system runs smoothly, but the district still would have to enter data, and while the service center would run the PEIMS submission report required by state law, the district would have to make any necessary data corrections for the report. The costs and benefits of options like this should be considered carefully along with other software solutions.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The administrative software project manager is hired by the district.	May 1999
2.	The administrative software project manager develops a procurement plan and timeline for acquiring the new system.	June 1999
3.	The administrative software project manager interviews critical staff to determine functional needs for the system.	June-August 1999
4.	The administrative software project manager identifies potential solutions and identifies potential bidders.	September-October 1999
5.	The director of Technology and the administrative software project manager determine a budget and present it to the superintendent.	November 1999
6.	The superintendent presents the budget to the board for approval.	January 2000
7.	The board approves the budget.	January 2000
8.	The administrative software project manager develops an RFP for the new system in conjunction with the director of Technology and the purchasing agent.	February 2000
9.	The purchasing agent advertises the RFP.	February 2000

10.	The superintendent appoints an evaluation committee including the administrative software project manager, the director of Technology, district management, and functional and technical experts.	February 2000
11.	The purchasing agent receives bids and distributes copies to the evaluation committee.	March 2000
12.	The evaluation committee evaluates bids, holds vendor presentations, and negotiates with vendors for final proposals.	April 2000
13.	The evaluation committee recommends a solution to the superintendent.	May 2000
14.	The superintendent recommends a contract to the board.	June 2000
15.	The board approves the purchase of the new system.	June 2000
16.	The vendor begins work.	July 2000
17.	The new system goes on-line.	January 2001

FISCAL IMPACT

This recommendation could be implemented with existing resources.

Chapter 7

ASSET AND RISK MANAGEMENT

This section reviews CISD's asset and risk management functions in four sections:

- A. Risk Management
- B. Cash Management
- C. Tax Collections
- D. Fixed Asset Management

An effective asset and risk management program aims to control risks by ensuring that the district is adequately protected against all significant losses with the lowest possible insurance premiums. This involves the identification and measurement of risk and techniques to minimize the impact of risk. Cash managers, for instance, should seek investments with maximum interest-earning potential while safeguarding the district's cash and ensuring liquidity to meet fluctuating cash-flow demands. Effective tax management involves quick and efficient tax collections to allow the district to meet its cash flow needs and earn the highest possible interest. Fixed-asset management should account for district property efficiently and accurately and safeguard it against theft and obsolescence.

Chapter 7

ASSET AND RISK MANAGEMENT

A. RISK MANAGEMENT

The most popular method of managing risk is that of purchasing insurance, but insurance itself has become a major financial burden for many school districts. Employees are demanding more insurance protection of all types, and vandalism and arson have become more prevalent, causing a rise in insurance rates and needs. Nevertheless, a well-managed school district limits its exposure to financial losses through adequate insurance coverage for district employees, students, and assets.

The two main types of school insurance are (1) casualty, property, and liability insurance; and (2) insurance addressing the health and welfare of school employees. Some insurance coverage is compulsory, such as workers' compensation, and some may be required for contractual reasons, such as fire insurance required under a bond program. Some types of insurance are carried to cover the risks inherent in everyday business.

Since 1995, CISD has elected to provide group medical and dental benefits to employees on a self-funded basis through BlueChoice Managed Health Care Plan. In self-funding, a district assumes the risks of employee medical care and pays all claims rather than retaining an insurance company to assume the risk. CISD offers a group medical insurance program with options to cover both employees and their families. Boston Mutual Life Insurance Company provides stop-loss coverage, which is insurance held by a self-insured entity to cover catastrophic health costs over a set attachment point. HealthCare Benefits, Inc. acts as the third-party claims administrator for this program, providing services like enrollment, premium collection, and claims payment.

The Human Resource Services Department manages CISD's medical benefits program. Until December 1998, two payroll clerks within the Business Office tracked all claims and communication with the administrator and CISD staff to ensure timely resolution of claims. The Human Resource Services Department now performs this function, signs up new employees, and negotiates contracts to provide employee benefit coverage.

Workers' Compensation

CISD's workers' compensation program is managed and monitored by the Human Resource Services Department. Each department within the district is responsible for monitoring its accident rates and developing safety prevention programs.

CISD contracts with the Texas Association of School Boards (TASB) Risk Management Fund to act as third-party administrator for workers' compensation claims. **Exhibit 7-1** presents CISD workers' compensation claim information from 1994-95 through 1997-98.

Exhibit 7-1
CISD Workers' Compensation Claims
1994-95 through 1997-98 School Years

Year	Claims Incurred	Dollar Value of Claims Incurred	Cost per Claim	Total # of Employees	Cost of Claims per Employee
1994-95	91	\$204,016	\$2,242	925.1	\$220
1995-96	98	\$218,184	\$2,226	1,077.5	\$202
1996-97	149	\$312,054	\$2,094	1,187.6	\$263
1997-98	116	\$168,984	\$1,457	1,343.9	\$126

Source: TASB, Inc. Reimbursable Deductible Detail Report, dated 11/2/98.

The total dollar amount of claims rose from 1994 to 1996, but decreased substantially in 1997-98. The total dollar amount of claims over the last four years has been extremely low relative to payroll, at less than 1 percent (**Exhibit 7-2**).

Exhibit 7-2
Claims as a Percentage of Total Payroll
1994-95 through 1997-98 School Years

Year	Dollar Amount of Claims	Payroll	Claims as a Percentage of Payroll
1994-	\$204,016	\$26,455,915	0.77%

95			
1995-96	\$218,184	\$30,908,903	0.71%
1996-97	\$312,054	\$36,374,213	0.86%
1997-98	\$168,984	\$40,717,278	0.42%

Sources: Comal ISD Claim Report by Occupation, May 31, 1998; Texas Education Agency, Academic Excellence Indicator System (AEIS) 1994-95 -1997-98.

FINDING

The Maintenance Department is the only CISD department that has developed a formal safety program. Until recently, the department had gone 400 days without an accident. The department conducts meetings with staff members to show and discuss safety information videos provided by the Texas Association of School Boards (TASB), and monitors and publishes the number of days since the last accident. No other departments have formal safety programs, and no districtwide program is in place. Some occupational areas, such as Food Services and administration, have experienced dramatic swings in claims activity (**Exhibit 7-3**). The Food Services and custodial areas recently provided some safety training, but do not have a formal safety program.

Exhibit 7-3
CISD Workers' Compensation Claims Incurred, By Occupation
Fund Years 1994-95 through 1997-98 School Years

	1994-95	1995-96	1996-97	1997-98
Maintenance - Number Amount	2 \$9,058	4 \$852	6 \$399	5 \$845
Custodial - Number Amount	18 \$30,076	17 \$13,663	22 \$41,656	13 \$42,412
Transportation - Number Amount	4 \$62,291	1 \$76	7 \$4,879	8 \$16,007
Food Service - Number Amount	10 \$6,254	29 \$30,363	50 \$51,181	31 \$51,749

Administration - Number	54	45	64	59
Administration - Amount	\$79,739	\$173,122	\$212,938	\$57,970

Source: Comal ISD Claim Report by Occupation, May 31, 1998.

Recommendation 73:

Require all CISD departments to implement formal safety programs.

Although CISD does a good job of controlling its workers' compensation costs, safety programs would benefit the district by preventing future increases in insurance premiums and safeguarding employees from injuries. The program that has been developed by the Maintenance Department could be used as a model for programs in other departments, but the unique needs of each department should be considered when designing each program.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Human Resource Services conducts a meeting with all department heads and asks them to develop guidelines for a safety program for their department.	August 1999
2.	The department heads consult with the head of the Maintenance Department for guidance in developing a safety program for their departments.	August 1999
3.	Each department head meets with the director of Human Resource Services to discuss and refine the proposed safety program for his or her department.	September 1999
4.	The department heads make revisions to the program as necessary.	September 1999
5.	The director of Human Resource Services approves the safety programs and presents them to the board for approval.	October 1999
6.	The director of Human Resource Services makes revisions to the programs as necessary and obtains final approval from the board.	November 1999
7.	The director of Human Resource Services and the department heads implement the safety programs.	January 1999
8.	The department heads report to the director of Human Resource Services on the activities and results of the programs on a quarterly basis.	Ongoing
9.	The director of Human Resource Services reports the progress and results of the safety programs to the board on an annual	Ongoing

basis. This report should be part of the risk management report to the board as described in a later recommendation in this chapter.	
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FISCAL IMPACT

This recommendation could be implemented with existing resources.

Property and Casualty Insurance

Property insurance provides coverage for buildings and their contents, as well as property such as buses and equipment. **Exhibit 7-4** summarizes CISD's major property and casualty insurance coverage.

**Exhibit 7-4
Property & Casualty Insurance Coverage**

Insurance Policy	Specific Coverage
Property and contents coverage	<ul style="list-style-type: none"> • Limit: \$98,540,497 • Valuation: full replacement cost • Deductible: \$1,000 per occurrence • Premium: \$45,338 • Coinsurance: 90% • New buildings: automatically covered for \$500,000 for building and \$250,000 for content for 90 days • Flood coverage: None
Electronic data protection	<ul style="list-style-type: none"> • Limit: \$4,611,552 • Deductible: \$1,000 per occurrence • Premium: \$7,563 • Coinsurance: 90%
Blanket bond for public employees	<ul style="list-style-type: none"> • Coverage: employee dishonesty, forgery, alteration, theft, disappearance, destruction, and public officials bond • Limit: \$100,000 • Deductible: \$1,000 • Premium: \$2,874
General Liability	<ul style="list-style-type: none"> • Coverage: libel, slander, and defamation of character • Limits: \$1 million per occurrence and \$2 million aggregate • Premium: \$11,475 • Deductible: \$1,000 per occurrence

	<ul style="list-style-type: none"> • Covers: premises liability, advertising liability, completed operations liability, and products liability on a per-occurrence form • Persons covered: school district trustees, school board members, employees, student teachers, volunteers and aides
Boiler and machinery coverage	<ul style="list-style-type: none"> • Limits: \$5 million per occurrence • Deductible: \$1,000 per occurrence • Valuation: replacement cost • New locations: automatic coverage for 90 days

Source: Hartford/Penco Proposal dated September 14, 1998.

FINDING

The director of Business Operations administers the district's property and casualty insurance program. In September 1998, the district sought bids for this coverage with the assistance of an insurance broker/consultant. Each proposer was required to furnish a current A.M. Best policyholder rating for each separate insurance company involved. (A.M. Best is a rating service that ranks insurance companies in several categories.) The district required each company to have a rating of A or better and be licensed to do business in Texas.

CISD's number of claims and incurred losses for all forms of property and casualty insurance have been minimal over the last five years (**Exhibit 7-5**).

Exhibit 7-5 Property and Casualty Claims History

Fiscal Year	Number of Claims	Incurred Liability	Average Claim
1992-93	2	\$401,254	\$200,627
1993-94	6	\$2,958	\$493
1994-95	9	\$82,760	\$9,196
1995-96	4	\$116,179	\$29,045
1996-97	4	\$8,884	\$2,221

Source: CISD Business Operations.

As shown in Exhibit 7-4, the deductible for the district's various property and casualty insurance coverages is \$1,000. Typically, the lower the deductible, the higher the premium. Some school districts have found that raising their deductible can significantly lower annual premiums and, although the district must bear more of the costs of claims, the overall effect is a reduction in total costs.

Recommendation 74:

Evaluate the feasibility of increasing the district's deductibles on its property and casualty insurance to reduce premiums.

Given its low property and casualty claim history, the district should consider increasing its deductibles to achieve a lower net cost.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Business Operations contacts the district's insurance broker/consultant and requests an analysis of alternative deductibles.	June 1999
2.	The director of Business Operations reviews the available options for alternative deductibles.	July 1999
3.	The director of Business Operations presents a recommendation to the board and obtains final approval.	August 1999
4.	The insurance broker adjusts the deductibles accordingly.	September 1999
5.	The director of Business Operations reviews the changes to the policies and the new premiums to ensure that the desired savings were achieved.	Ongoing

FISCAL IMPACT

The district should increase deductibles only for those policies for which doing so would result in a net savings. The actual savings cannot be determined without an analysis of the district's specific claim history by an insurance agent. Consequently, the fiscal impact cannot be determined at this time.

General Risk Management

FINDING

CISD receives various reports from third-party administrators and insurance providers, but has no procedure for compiling and analyzing this information, and no formal risk management reporting for the board. The lack of risk management analysis and reporting could prevent the district from identifying important trends and savings opportunities.

Recommendation 75:

Develop a risk management report for the board.

A consolidated risk management report should be presented to the board quarterly, reflecting a summary of all risk management activities, claims, and performance. This report should contain a component for workers' compensation, property and casualty insurance, health insurance, and third-party contractor performance statistics (**Exhibit 7-6**).

**Exhibit 7-6
Sample Annual Risk Management Report Format
Workers' Compensation**

Dept.	Number of Claims	Percent of Total	Total Amount of Claims	Percent of Total	Average Cost Per Claim	Claims as Percentage of Payroll

**Exhibit 7-6 (continued)
Sample Annual Risk Management Report Format
Property & Casualty**

Type of Insurance	Number of Claims	Total Dollar Amount of Claims	Deductible Amounts Paid	Premium Paid	Average Cost Per Claim
Property and contents coverage					

Electronic data protection					
Blanket bond for public employees					
General Liability					
Boiler and machinery coverage					
Tax assessor bond					
Automobile					

Health

Number of Claims	Total Dollar Amount of Claims	Average Cost Per Claim	Total Out of Pocket Costs to District	Out of Pocket Costs per Employee

Third-Party Administrator Performance

Total # of Claims	# of Claims Paid Within Ten Days	Claim Payment Accuracy Percentage	Claim Coding Accuracy Percentage
Standard			
Actual			
Variance			

Source: Texas School Performance Review.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Human Resource Services and director of Business Operations develop the report format and content requirements.	July 1999
2.	The director of Human Resource Services and director of Business	July

	Operations present the format to the board for approval.	1999
3.	The director of Human Resource Services and director of Business Operations update the reports monthly.	Ongoing
4.	The director of Human Resource Services and director of Business Operations present the reports to the board quarterly.	Ongoing

FISCAL IMPACT

This recommendation could be accomplished with existing resources; the district should see long-term savings by identifying trends that require preventative measures and discovering savings opportunities.

Chapter 7

ASSET AND RISK MANAGEMENT

B. CASH MANAGEMENT

BACKGROUND

The main feature distinguishing cash management from general financial management is timing. Funds flow in and out of school districts in varying amounts at different points in time, creating unique problems and opportunities. Temporary cash shortages often can be solved through short-term borrowing; conversely, excess amounts of cash can be put into short-term investments that yield additional revenues. Each school district needs a sound cash management plan that involves cash forecasting, monitoring of the movement of cash through the district, surplus cash investment, and sound banking and investment relationships.

A good cash management program should maximize available cash for daily needs and investment purposes, and strive to invest funds at the highest possible rate of return while protecting the principal from loss. Another important task is the establishment of trust and goodwill with the taxpaying community and vendors.

Chase Bank holds CISD's bank depository contract. The board approved a two-year contract with Chase Bank in June 1997. The district also maintains 21 checking accounts, including school activity accounts, at Chase Bank. Chase Bank pledges collateral to cover all balances maintained by the district up to \$10 million.

The controller, who reports to the director of Business Operations, is responsible for CISD's cash management duties. The director of Business Operations is responsible for forecasting the district's cash needs with annual and monthly cash flow projection statements.

Board policy in this area lists authorized investments the district can make, including collateralized mortgage obligations issued directly by a federal agency, certificates of deposit, fully collateralized repurchase agreements, money market and no-load mutual funds, and public funds investment pools. Board policy emphasizes the protection of principal, liquidity, investment diversification, and high yields.

CISD uses several organizations to invest its funds (**Exhibit 7-7**).

Exhibit 7-7
CISD Bank & Investment Accounts
August 1998

Financial Entity	Account Type	Number of Accounts
Chase Bank	Demand deposits	21
Chase Securities	U.S. Agencies	24
U.S. Treasury Fund	Pooled investments	7
TexPool	Pooled investments	5
Lone Star	Pooled investments	6
Logic	Pooled investments	2

Source: CISD Business Operations - Quarterly Investment Report, August 31, 1998 and Bank Statements.

FINDING

CISD's checking accounts are all non-interest bearing accounts. During 1997-98, the district maintained month-end balances ranging from \$355,721 in April 1998 to \$1,913,138 in November 1997. The average month-end balance is just less than \$1 million. **(Exhibit 7-8)**

Exhibit 7-8
Outstanding Monthly Balance Positions in District Checking
Accounts
1997-98

Date	Amount
9/97	\$1,201,060
10/97	\$1,240,885
11/97	\$1,913,138
12/97	\$1,737,491
1/98	\$1,038,196
2/98	\$1,057,288
3/98	\$465,538

4/98	\$355,721
5/98	\$401,605
6/98	\$556,486
7/98	\$871,791
8/98	\$633,528
Total	\$11,472,727
Average	\$956,061

Source: District Bank Account Analysis Statements.

Some school districts use zero-balance accounts to improve management of cash and increase interest earnings. A zero-balance account allows the district to maintain a zero balance in a checking account, or multiple accounts, until the funds are needed to cover disbursements. At that point, funds are transferred from an interest-bearing account to cover the disbursements. The principal advantage of zero-balance accounts is increased interest income. This is achieved by keeping funds in an interest earning account longer, until they are needed to cover disbursements.

In 1997-98, CISD maintained an average balance in its non-interest bearing checking accounts of \$956,060. If CISD had applied a zero-balance account program in 1997-98, it would have earned \$52,583 in interest by maintaining funds in an interest earning investment account, such as TexPool, for an additional day. TexPool is a state investment pool that school districts and other state agencies use as an investment option. The average TexPool interest rate in 1997-98 was 5.5 percent.

CISD's current depository account is up for renegotiation during summer 1999.

Recommendation 76:

Establish a zero-balance account to invest excess daily balances into interest-earning instruments automatically.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The controller meets with a bank representative to negotiate a zero-balance account system for the operating, accounts payable, and payroll accounts.	June 1999
2.	The controller and the director of Business Operations determine how	July

	interest should be allocated to remaining accounts.	1999
3.	The controller meets with the bank representative to add the remaining accounts to the zero-balance account system.	July 1999

FISCAL IMPACT

Based on the February 1999 TexPool rate of 4.88 percent, the implementation of a zero-balance account system will have a slightly less favorable impact because interest rates are now lower than in 1997-98. Moreover, because the district's daily balances will be significantly lower, it will have to pay bank service fees on its accounts. The district should negotiate with the bank to hold such service fees as low as possible. By applying an average daily cash balance of \$956,060 against a 4.88 percent interest rate, the resulting interest earnings estimate is \$46,655 per year.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Establish zero-balance account system	\$46,655	\$46,655	\$46,655	\$46,655	\$46,655

FINDING

CISD investment policy authorizes nine investment instruments, including U.S. government obligations; insured certificates of deposit; fully collateralized repurchase agreements; banker's acceptances; commercial paper; no-load money market mutual funds; certain no-load mutual funds invested in U.S. government obligations; public funds investment pools; and certain collateralized mortgage obligations issued directly by a U.S. federal agency.

The district invests its excess funds in several money market mutual funds and public funds investment pools with varying rates of return. **Exhibit 7-9** presents CISD's investment balances as of November 30, 1998 in each of its investment accounts, and the average interest rate for the previous quarter. TexPool and the Vista Money Market Fund had the highest rate of 5.22 percent during the period. Had the district invested all of its funds in these two accounts, it would have only earned an additional \$1,447 during the quarter, or \$5,789 if this experience were representative for an entire year.

Exhibit 7-9 Pooled Balance Earning Potential

Investment Pooling Entity	Balance as of 11/30/98	Quarterly Average Yield	Difference From TexPool	Annualized Interest Lost by Investing in Various Pools
TexPool	\$8,287,657	5.22%	N/A	N/A
Treasury Fund	\$728,220	4.87%	.35%	\$2,549
Vista Money Market Fund	\$6,599,932	5.22%	0%	\$0.00
Lone Star Pool: Liquidity	\$10,069	5.13%	.09%	\$9
Liquidity Plus	\$1,903,104	5.17%	.05%	\$952
Logic	\$2,848,369	5.14%	.08%	\$2,279
Total	\$20,377,351			\$5,789

Source: Business Operations - Quarterly Investment Report, November 30, 1998.

COMMENDATION

CISD's investment strategy of diversification among sound investment vehicles minimizes risk without significant cost to the district.

FINDING

The district uses automatic payroll deposits to pay its professional staff monthly. Seventy-seven percent of CISD's 1,379 professional employees take advantage of direct deposit services. However, 294 district employees are paid biweekly. Until recently, the accounting staff prepared checks for each local bank and delivered them to the banks on each payroll day. Eleven local banks participate every two weeks, which translates into checks and trips for each of 26 payroll periods a year. For each payroll period, a district employee must spend two to three hours preparing checks and driving to and from banks. This costs the district both in employee productivity and bank charges (**Exhibit 7-10**).

Exhibit 7-10 Biweekly Payroll Costs

	Checks	Deposits	Total

Manual Transfers Required	7,791	286	8,077
Bank Fees Assessed per Payroll for Manual Transactions	\$1,480.29	\$117.26	\$1,597.55
Bank Fees Assessed for Electronic Transactions	\$779.10	\$85.80	\$864.90
Total	\$701.19	\$31.46	\$732.65

Source: Automated Clearing House Transmission Totals Report and Account Analysis Statements.

On February 5, 1999, the district began offering direct deposit to employees who are paid biweekly. Full implementation of direct deposit will result in increased staff productivity and savings and provide improved convenience for all employees.

COMMENDATION

The district now offers direct deposit to all employees.

FINDING

The district's accounting software lacks the capability to prompt invoices for payment on specific due dates. As a result, Business Operations pays bills when they are received rather than paying them on due dates. Paying bills early results in lost income opportunities, as reflected in a random sample of invoices. In this sample, the average invoice was paid 19 days early, resulting in lost interest income. **(Exhibit 7-11).**

**Exhibit 7-11
Vendor Payments Made before Due Dates:
TSPR Sample**

Vendors	Invoice Paid	Due Date	Days Early	Invoice Amount
Vendor 1	8/20	9/10	10	\$3,895
Vendor 2	8/13	9/5	23	\$2,380
Vendor 3	10/16	11/1	15	\$4,711
Vendor 4	4/16	5/10	24	\$3,027
Vendor 5	8/20	9/10	21	\$1,204
Vendor 6	11/20	12/10	20	\$1,269

Average			19	\$2,748
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Source: Business Office - Accounts Payable Files.

Recommendation 77:

Establish a district policy to pay invoices on specified due dates.

Business Operations should develop a manual tickler system to prompt accounts payable clerks to remit payments by specified due dates. Any new accounting software should perform this task automatically.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The controller drafts a written procedure to pay invoices on due dates.	July 1999
2.	The accounts payable secretary develops a manual tickler file system to file invoices by due date for use by each accounts payable clerk.	August 1999
3.	The controller ensures that any new accounting software has the capability to prompt invoices for payment on specified due dates.	Ongoing
4.	The accounts payable secretary and accounts payable clerks monitor the due dates and make payments accordingly.	Ongoing

FISCAL IMPACT

In 1997-98, CISD spent \$9,431,832 on contracted services (account code 6200) and materials and supplies (account code 6300). These expenditures are paid by invoice, as opposed to other expenditures such as payroll. Assuming that the average invoice is paid 19 days early, additional interest income can be earned if the district delays payment until the due date. Assuming that the district will invest these funds in TexPool, its largest investment account, \$23,959 of interest will be earned based on the February 1999 TexPool rate of 4.88 percent.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Establish a district policy to pay invoices on specified due dates.	\$23,959	\$23,959	\$23,959	\$23,959	\$23,959

Chapter 7

ASSET AND RISK MANAGEMENT

C. TAX COLLECTIONS

Local property tax revenues provided 73 percent of CISD's total revenues for the 1997-98 school year. Most of these revenues are received during December and January of each year. For 1997-98, CISD's adopted property tax rate was \$1.73 per \$100 valuation, yielding a total adjusted 1997-98 tax levy of about \$38.1 million.

Exhibit 7-12 summarizes CISD's contractual relationship with Comal County, which collects taxes for CISD through an interlocal agreement.

Exhibit 7-12
CISD Tax Collection Provisions with Comal County

Service	CISD
Type of tax statement provided to taxpayers	Consolidated
Reporting frequency regarding total taxes collected	Daily
Number of hours after collection to turn money over to district	Next day except during peak days; the county has up to 10 days leeway.
Prepare tax collection activity budget	Yes
Collection fee	\$0.85 per parcel
Payment frequency	Quarterly
Advisory board membership	No
Collection of delinquent taxes	Yes

Source: CISD tax collection contract.

FINDING

CISD and Comal County both have a contractual agreement with an outside law firm to collect delinquent taxes. CISD does not have a tax collection policy to guide the attorney's activities. The district's actual tax collections as a percentage of the total tax levy are higher than Seguin and San Marcos ISD's (**Exhibit 7-13**) but lower than those of Pflugerville and Leander.

Exhibit 7-13
Delinquent Tax Collection Rates
CISD versus Area Peer Districts

Description	Comal	Seguin	San Marcos	Pflugerville	Leander
Percent of Fiscal 1996 Taxes Collected as of August 31, 1997	96.66%	95.30%	95.59%	98.60%	98.01%
Delinquent Tax Accounts Receivable as of August 31, 1997	\$2,986,960	\$2,178,025	\$2,514,625	\$1,250,636	\$1,215,439
Fiscal 1996 Total Tax Levy	\$34,841,468	\$14,752,500	\$16,406,662	\$25,390,941	\$31,751,648
Delinquent Tax Accounts Receivable as a percent of Total Tax Levy	8.57%	14.76%	15.33%	4.9%	3.8%

Source: Peer 1996-97 annual financial reports.

CISD has no policy to specify the district's position on initiating lawsuits for back taxes and for dealing with foreclosures and the sale of delinquent properties. In the absence of such a policy, decisions that directly affect CISD are by default left to the contracted attorney and Comal County.

Recommendation 78:

Establish a delinquent tax collection policy for the district and regular communication with Comal County and the attorney responsible for delinquent tax collection.

These policies should thoroughly address procedures for seizing and handling the property of delinquent taxpayers, including those that have been obtained by the district in lawsuit judgments. If the policies call for more aggressive collection practices, their impact on poor and elderly homeowners should be minimized.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Business Operations meets with the Comal County tax assessor and develops a recommended tax collection policy and manual, which include guidelines for pre-judgment and post-judgment collection steps to be followed by the outside law firm.	June 1999
2.	The director of Business Operations presents the new policy manual to the superintendent for review and input into procedures.	August 1999
3.	The superintendent presents the new policy manual to the board for approval.	September 1999
4.	The director of Business Operations conveys the new policy manual to Comal County and the law firm for immediate implementation.	October 1999
5.	The director of Business Operations begins holding monthly collection meetings to receive a progress report on delinquent tax collections.	Ongoing

FISCAL IMPACT

By implementing a delinquent tax collection policy, CISD should be able to increase its tax collection rate from an actual fiscal 1996 rate of 96.66 percent to a target rate of 98.31 percent (the average of two of its higher performing peer districts, Pflugerville and Leander). Thus from a 1996 total CISD tax levy of \$34,481,468, the district would gain an estimated additional \$574,884 each year in collected taxes. The district should realize 50 percent of the full benefit of this recommendation beginning in 2000-01 and 100 percent in subsequent years.

	1999-2000	2000-01	2001-02	2002-03	2003-04
Establish a delinquent tax collection policy for the district and regular communication with Comal	\$0	\$287,442	\$574,884	\$574,884	\$574,884

County and the attorney responsible for delinquent tax collection.					
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Chapter 7

ASSET AND RISK MANAGEMENT

D. FIXED ASSET MANAGEMENT

Capital asset expenditure, planning, and control are critical to the long-term financial health of any school district. Generally, expenditures for capital assets require significant financial resources. Such decisions are difficult to reverse and can affect district financial performance for a long period of time. Fixed-asset management provides a convenient source of information for planning and control purposes. It provides information about the type of asset, its original cost, and its physical location. This information is necessary for accounting purposes such as inventory records and depreciation calculation; it also provides a basis for valuations needed for insurance purposes, such as calculating premiums and providing replacement values for claims.

As of October 1997, CISD's capital assets had a book value of \$69 million (**Exhibit 7-14**).

Exhibit 7-14
Capital and Fixed Assets
October 1997

Asset	1997 Book Value
Land	\$2,418,827
Building	\$50,537,897
Computers	\$4,411,552
Buses and Vehicles	\$4,108,739
Furniture and Equipment	\$7,573,459
Total as of October 1997	\$69,050,474

Source: Comal ISD Fixed Assets -10/29/97.

CISD defines a fixed asset as one costing more than \$250 and having a useful life of more than five years. Items that are tagged as fixed assets include computers, videotape recorders, lawnmowers, weed-eaters, chain saws, compact disk players, cameras, overhead projectors, paper shredders, hand trucks, ladders, vacuum cleaners, disk drives, and external modems. Items not tagged include tape recorders, record players,

telephones, globes, lockers, exhaust hoods, keyboards, calculators, and adding machines.

FINDING

The district maintains its fixed assets in accordance with board policy. The district's policy on fixed assets states:

In order to provide accurate information for the annual audit of the district's fiscal accounts, the district shall maintain inventories of its assets as recommended and directed by the Accounting Manual for School Districts, TEA [Texas Education Agency] Bulletin 679. Education Code 23.48(a)(b); 10 TAC 109.1(a).

This policy, however, does not reflect current standards for fixed assets as prescribed by Sections 1.2.4.7 and 1.2.4.8 of the TEA Financial Accountability System Resource Guide. These sections provide guidance on inventory tagging, account code use, tracking of fixed-asset data elements, and the taking of physical inventory.

The lack of a complete fixed asset policy is likely contributing to insufficient inventory controls. These, in turn, are leading to criticism of fixed-asset management practices by the district's external auditors. Fixed assets have not been reconciled to the general ledger in at least five years, causing the external auditor to write a management letter comment in 1996. In it the auditor wrote:

The district should maintain its fixed asset inventory system such that it reconciles to periodic physical counts and reconciles to current year additions and deletions. The fixed asset system does not provide for an accurate inventory of district assets. The district should consider utilizing service providers who bar code assets and perform physical inventories. These records should then be reconciled to the fixed-asset system.

The district's written response was:

Management will review the auditor's recommendation and determine the most cost-effective method to maintain and reconcile a fixed-asset system.

Although the district recognizes the importance of the auditor's recommendation, it has not yet taken actions to follow it.

Recommendation 79:

Adopt a fixed-asset policy to guide district actions and responsibilities.

This policy should include specific policies, not just a reference to the TEA Resource Guide. The district should also tailor the policy to meet its own needs, and should specifically mention the requirement to follow up on management letter comments by the external auditor.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The controller drafts a fixed-asset policy that is consistent with Sections 1.2.4.7 and 1.2.4.8 of the TEA Financial Accountability System Resource Guide.	July 1999
2.	The controller obtains approval for the policy from the superintendent and the director of Business Operations and presents the policy to the board for approval.	August 1999
3.	The board adopts the fixed asset policy.	September 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

The fixed-asset accountant in Business Operations and the warehouse staff are primarily responsible for the administration of the fixed-asset program. The fixed-asset accountant dedicates approximately 25 percent of her time to fixed assets.

With the exception of computer equipment, fixed-assets purchases follow a process that includes the receipt and tagging of equipment by the warehouse. **(Exhibit 7-15)**

**Exhibit 7-15
Fixed-Asset Life Cycle Flow**

Actor	Current Process Flow
Campus or Department	1. Complete requisition form and submit to management.
Dept. Head or Principal	2. Receive, review and approve requisition via signature and date.
Secretary	3. Enter requisition data into computer to produce purchase order.
Business	4. Affix three stamps to each conv.

Operations	5. Verify availability of funds. 6. Ensure proper account coding. 7. Distribute to vendor, requestor, payables, warehouse, and file.
Warehouse	8. Receive purchase order "receiving" copy. 9. Enter into date log by purchase order number. 10. Write school name on purchase order and file in school file folder.
Vendor	11. Ship merchandise to warehouse.
Warehouse	12. Receive fixed asset, look up P.O. in date log book and open box. 13. Affix tag and red dot indicating engraving needed & engrave item. 14. Pull the corresponding "receiving" copy of the purchase order from the school file folder. 15. Write tag number on purchase order. 16. Make copies of purchase order and send copy to Business Office. 17. Stage the merchandise for distribution with the copy.
Business Operations	18. Receive purchase order with tag number. 19. Enter data into fixed asset management system on computer.
Pony Driver	20. Pickup from staging area and distribute. 21. Obtain signature and return copy to warehouse.
Warehouse	22. Receive copy and file by school.

Source: CISD department interviews.

Computer equipment is received at the school or site where it will be used. When this shipment arrives, the fixed-asset accountant goes to the school to receive and tag the equipment.

Tag numbers are entered into the district's fixed-asset accounting system. The district uses a Unisys software package that allows for the collection and tracking of such basic data as description, location, purchase date, manufacturer, serial number, model number, purchase order number, and original cost. The software can differentiate assets by location, group individual assets under a common project number, and print inventory worksheets.

In March of each year, Business Operations prints the fixed-asset inventory by location and submits it to each school and department head.

Each school and department is responsible for conducting a physical count of the inventory, verifying the information on the report, and returning the report to the central office by June. In practice, many reports return with only a signature on them, indicating that no inventory verification procedures were performed. The fixed-asset accountant conducts spot checks of selected items at each school during the year.

Recommendation 80:

Conduct independent annual inventory of fixed assets and reconcile to the accounting records.

CISD should conduct a complete physical inventory of all fixed assets and reconcile the inventory to the general ledger every five years. In other years, the district should perform cycle counts, or counts at a few schools each year on a rotating basis. The fixed-assets accountant, with outside assistance from a temporary accountant, should conduct the initial physical inventory. The fixed-asset accountant should conduct subsequent inventory cycle counts. The director of Business Operations should note any discrepancies and resolve them with each department director and school principal. This practice will help achieve an acceptable level of internal control over fixed assets.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The fixed-asset accountant develops a physical inventory count program, including an estimate of required effort, and submits it to the director of Business Operations for approval.	July 1999
2.	The fixed-asset accountant submits a purchase requisition for temporary help to assist in conducting a complete physical inventory.	July 1999
3.	The fixed-asset accountant coordinates and manages the physical inventory count and reports all exceptions to the director of Business Operations.	August - September 1999
4.	The fixed-asset accountant reconciles inventory amounts to the general ledger, and follows up on all exceptions.	October 1999
5.	The fixed-asset accountant performs cycle counts of fixed asset inventory of schools and departments on a rotating basis.	Ongoing, beginning August 2000

FISCAL IMPACT

To conduct the physical inventory, CISD will need to contract with a service agency for temporary employment of an accountant. At an average of 15 hours per school (255 hours), plus an additional 50 hours for remaining district facilities, the district should plan for a total of 305 hours. Based on this total of 305 hours, and an estimated rate per hour for a low-end temporary accountant of \$18, the resulting cost is \$5,490. The fixed-asset accountant will conduct subsequent cycle inventory counts, using existing resources.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Conduct independent annual inventory of fixed-assets and reconcile to the accounting records.	(\$5,490)	\$0	\$0	\$0	\$0

FINDING

All CISD equipment purchased during the past five years has been tagged with a bar code label; equipment purchased prior to that time is not labeled. The district does not own a bar code reader to enter and track fixed assets in an automated system. All fixed assets are tracked manually.

Some equipment in CISD's possession is leased. These items are tagged and marked LE (for leased equipment) before the tag number. These items also are tracked manually.

Recommendation 81:

Purchase a bar code reader and the software needed to automate the tracking of fixed and leased assets.

Bar code tags should be attached to all fixed assets during the next physical inventory. Each asset should be scanned into the fixed-asset system, which would track its location. Leased equipment also should be bar coded and tracked separately.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The fixed-asset accountant develops specifications for a bar code reader and software, including the ability to interface with the district accounting system.	July 1999
2.	The fixed-asset accountant initiates a purchase order to obtain a bar code reader and software.	August 1999

3.	The fixed-asset accountant develops a plan to use a bar code reader to conduct physical inventory of all fixed and leased assets in each department and school.	October 1999
4.	The fixed-asset accountant develops a procedure to scan all new equipment, leased equipment, and in-district equipment transfers.	November 1999

FISCAL IMPACT

To install a bar code system for fixed assets, the Warehouse Department would need a thermal transfer laser printer costing \$1,800, metal bar-code tags at two to three cents per tag, single-user or multiple-user bar code software at \$2,400, and a portable bar code scanner at \$1,700. The total system would cost approximately \$5,900.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Purchase and install bar code reader and software.	(\$5,900)	\$0	\$0	\$0	\$0

Chapter 8 PURCHASING AND DISTRIBUTION

This chapter examines CISD's purchasing, warehousing, and textbook distribution functions in three sections.

- A. Purchasing
- B. Warehousing
- C. Textbooks

School district purchasing and distribution functions face several challenges in meeting the needs of the district's students, teachers, and staff. The purchasing function must acquire goods and services at the best price, at the right time, and in the right quantity; ensure compliance with local, state, and federal regulations; maximize the effectiveness and efficiency of the purchasing process; and identify opportunities to cooperatively purchase goods in the district's best interest.

The distribution function receives, stores, and distributes a wide variety of goods ranging from school supplies and textbooks to vehicle parts, to ensure the availability of materials and supplies to teachers and students without maintaining excessive inventories.

Chapter 8 PURCHASING AND DISTRIBUTION

A. PURCHASING

Competitive procurement methods outlined by the Texas Education Code must be used for all school district purchases valued at \$25,000 or more in the aggregate for each 12-month period, except for contracts for the purchase of vehicle fuel and produce. State laws governing procurement for school districts have changed considerably over the last ten years (**Exhibit 8-1**).

Exhibit 8-1
Major Procurement Initiatives of the Texas Legislature
1989 - 1997

Legislative Session	Impact on Procurement
1989	Increased limit for the mandatory usage of competitive procurement methods to \$10,000.
1993	Increased limit for the mandatory usage of competitive procurement methods for construction services to \$15,000 and for personal property to \$25,000.
1995	Recodified procurement regulations for school districts. Supplemented competitive procurement methods with design-build contracts, requests for proposals for personal property and construction contracts, and competitive sealed proposals. Increased limit for the mandatory use of competitive procurement methods for construction services to \$25,000. Required price quotations for procurement of goods and services valued between \$10,000 and \$25,000.
1997	Supplemented competitive procurement methods for construction services with job-order contracts and contracts using construction managers. Defined terms relating to construction and explained methods for using competitive sealed proposals, design-build contracts, construction manager-agent contracts, and construction manager-at-risk contracts.

Source: Texas Education Agency.

The 1995 Legislature expanded school district purchasing options by adding three new methods for competitive procurement: design-build

contracts, competitive sealed proposals, and request for proposals for personal property and construction contracts. In 1997, the Legislature added two additional methods: job-order contracts and contracts using construction managers. With these additions, school districts can select among eight methods for competitively purchasing goods and services valued at \$25,000 or more in the aggregate over a 12-month period (**Exhibit 8-2**).

Exhibit 8-2
Competitive Procurement Methods

Purchasing Methods	Method Description
Competitive bidding	Requires that bids be evaluated and awarded based solely upon bid specifications, terms and conditions contained in the request for bids, and according to the bid prices offered by suppliers and pertinent factors affecting contract performance. Forbids negotiation of prices of goods and services after proposal opening.
Competitive sealed proposals	Requires the same terms and conditions as competitive bidding, but allows changes in the nature of a proposal and prices after proposal opening.
Request for proposals	Generates competitive sealed proposals and involves several key elements, including newspaper advertisement, notice to proposers, standard terms and conditions, special terms and conditions, a scope-of-work statement, an acknowledgment form/response sheet, a felony conviction notice, and a contract clause.
Catalog purchase	Provides an alternative to other procurement methods for the acquisition of computer equipment, software, and services only.
Interlocal contract	Provides a mechanism for agreements with other local governments, the state, or a state agency to perform governmental functions and services.
Design/build contract	Outlines a method of project delivery in which the school district contracts with a single entity to both design and construct a project.
Job order contracts	Provides for the use of a particular type of contract for jobs (manual labor work) for minor repairs and alterations.
Construction management contracts	Outlines the use of a contract to construct, rehabilitate, alter, or repair facilities using a professional construction manager.

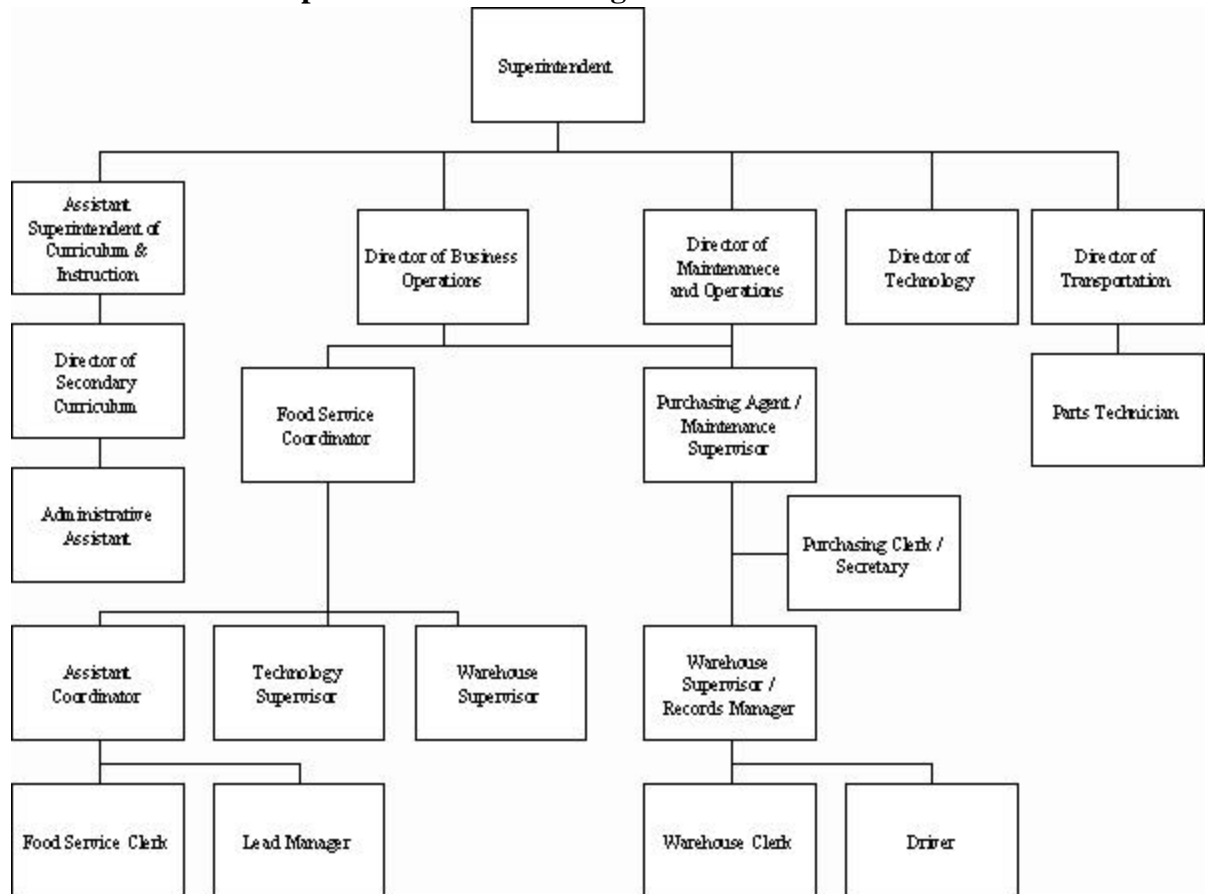
Source: Texas Education Agency.

State regulations still prohibit the use of competitive bidding for certain types of professional services, including engineering, architectural, accounting, land surveying, and certain other services. School districts must obtain written or telephone price quotes from at least three suppliers for purchases valued between \$10,000 and \$25,000 in the aggregate over a 12-month period.

CISD's purchasing function is decentralized and is managed by the district's departments

(Exhibit 8-3).

Exhibit 8-3 Positions Responsible for Purchasing and Distribution



Source: Various Departments, CISD.

CISD's purchasing agent/maintenance supervisor dedicates half-time to coordinating the district's cooperative purchasing program and several (12 contracts for this fiscal year) other bids on an annual basis. The number of contracts varies from year to year. This individual also acts as

maintenance supervisor and is responsible for the district's maintenance work order system. The maintenance supervisor also coordinates the competitive bidding process for maintenance vehicles, supplies, and parts. CISD participates in the Region 2 Education Service Center (Region 2) Multi-Regional Purchasing Cooperative in Corpus Christi. Region 2 Purchasing Cooperative has 36 bid categories, including instructional supplies, general office supplies, ground and lawn maintenance supplies, and computer paper and supplies. Since the Region 2 cooperative offers a broader selection of bids and better customer service than other regional service centers, CISD participates in its purchasing cooperative instead of the other regions.

The Maintenance and Operations, Food Services, and Transportation Departments buy, store, and distribute their own materials and supplies. The Department of Technology is responsible for procuring and distributing computer and telecommunications equipment and services for the district, while the Department of Secondary Curriculum is responsible for textbook receiving and distribution. CISD maintains a general supplies warehouse for instructional, office, and custodial supplies that is managed by a warehouse supervisor who reports to the purchasing agent/maintenance supervisor. The warehouse supervisor, in turn, manages a warehouse clerk and a driver.

FINDING

Since the Maintenance and Operations, Food Services, and Transportation Departments purchase their own materials and supplies, CISD does not have a central purchasing staff to manage its purchases, a standardized or automated purchasing process, or centralized purchasing records (**Exhibit 8-4**). As a result, the district cannot know whether it is receiving the lowest price and highest quality goods and services. The district also cannot tell, because it does not track and analyze its purchases, if its aggregated purchases exceed limits requiring state-mandated competitive procurement methods.

Purchasing at the department level is performed by existing staff who are not certified buyers. By delegating purchasing responsibilities to its operational departments, CISD has forsaken knowledge and expertise available from purchasing professionals in the areas of materials and supplies research, information systems, federal and state procurement regulations, and negotiating skills.

Exhibit 8-4 Competitive Bids Administered by Departments CISD

Department	Types of Bids	Estimated Number of Annual Bids
Maintenance and Operations	Vehicles, maintenance parts and supplies	7-8
Food Services	Food and non-food purchases	10
Transportation	Vehicles, automotive parts	1
Technology	Computer equipment and software	GSC*

** The director of Technology purchases technology equipment and supplies off bids provided by the General Services Commission. Source: Various departments, CISD.*

The purchasing agent/maintenance supervisor and maintenance secretary are responsible for the bidding process for cooperative purchasing programs and an apparent random assortment of other district bids as well as the bids for maintenance supplies and parts. Five persons are involved in the bidding process for Food Services, including the lead manager (equipment), warehouse supervisor (grocery items and paper goods), technology supervisor (small equipment), assistant coordinator (food and non-food items), and coordinator (large equipment). These tasks, in all, require an estimated one full-time equivalent employee. Two individuals are responsible for the bidding process in Transportation. The director of Transportation manages the bidding process for new buses and vehicles, while the parts technician manages the bidding process for parts. The director of Technology and his staff have completed an estimated 350 purchases of computer equipment and supplies from bids provided by the General Services Commission over a one year period. These tasks add to these departments' already heavy workload.

With little central authority, the purchasing agent has few means to standardize district purchases for items such as pencils, paper, chalk, staplers, and instructional materials, or to consolidate these purchases to achieve better prices. For example, if five teachers ordered 500 teaching supplements each using five different purchase orders from five different companies, no one combines the order to achieve price breaks for a larger quantity. CISD has the highest major operating expenses per student among its peer districts, a condition driven by high furniture, equipment, and software expenses. Without these expenses, CISD ranks third-highest among districts (**Exhibit 8-5**).

Exhibit 8-5
Major Operating Expenditures per Student for CISD and Peer
Districts
1996-97

Major Operating Expense Category	San Marcos ISD	Northeast ISD	Comal ISD	Leander ISD	New Braunfels ISD	Pflugerville ISD
General supplies *, **	\$269	\$279	\$152	\$247	\$159	\$127
Food, non-food, and food service supplies	141	96	109	27	94	2
Vehicles	21	9	76	8	22	4
Other supplies for maintenance/operations	43	59	48	40	10	31
Subtotal	\$474	\$443	\$385	\$322	\$285	\$164
Furniture, equipment, and software *	0	15	320	8	0	0
Total	\$474	\$458	\$705	\$330	\$285	\$164

* Furniture and equipment expenditures (6399-03) totaling \$2,731,945 were transferred to the furniture, equipment, and software category for comparison purposes.

** General supplies includes general supplies (6399-00), warehouse supplies (6399-01), and postage (6399-02). Source: Public Educational Information Management System (PEIMS), Texas Education Agency. Note: 1998 PEIMS data not published at the time of the review.

CISD's purchasing process is manually intensive, relying in part on manually prepared and processed purchase orders rather than an automated purchasing system. Although many of the district's purchase orders are completed using the district's computer system, all the purchase requisitions prepared by the district are completed manually by the requester. Without the automation of the preparation of purchase requisitions, the same information has to be entered twice to generate a purchase order, first for the purchase requisition and second for the

purchase order. CISD personnel use four different purchase order processes and forms. (Exhibit 8-6)

**Exhibit 8-6
CISD's Purchase Order Processes**

Form Used	Preparation	Description	Encumbers Funds	Estimated Volume
Purchase Requisitions	Manually by Requester	<ul style="list-style-type: none"> For anything needed Used if budget dollars exist 	Yes	500-750 per week
Purchase Order	By Computer	<ul style="list-style-type: none"> For anything needed Used if budget dollars exist 	Yes	500-750 per week
Local Purchase Orders	Manually by Operational and Administrative Staff	<ul style="list-style-type: none"> Can be used only for New Braunfels suppliers For orders under \$100 Anyone can originate Used for emergencies Requires a manual monitoring log Favorite suppliers include: Wal-Mart, Centex, HEB, McCoy's, Hobby Lobby Primary users include office staff, public information 	No	557 for 1997 10 per week

		office, and superintendent.		
Purchase Order Expedites	Manually by Business Office	<ul style="list-style-type: none"> • Used for paper goods • For orders over \$100 • Used anywhere in the nation • Used if money not in their budgets • Primary user: head nurse & technology. 	Yes	15-20 per week
Maintenance & New Construction Purchase Approval	Manually by Maintenance Secretary	<ul style="list-style-type: none"> • Maintenance personnel call for purchase order number by stating supplier, project, date, cost & work order number 	No	25-30 per week

Source: Maintenance and Operations Department, CISD.

Without centralized records or an automated purchasing system, CISD finds it difficult to determine and guarantee its compliance with federal and state procurement guidelines. The district has officially delegated the responsibility for ensuring compliance with procurement regulations to the purchasing agent, yet the agent is not in charge of all competitive bidding for the district. Since Food Services, Transportation, and Technology manage their own bidding processes, they also maintain their own records and systems. Each department maintains its own records and no record of the purchase is sent to the purchasing agent. Although the district's 1996-97 annual report did not indicate any instances of noncompliance, it noted "missing approval signatures on several disbursements tested in food service, and missing purchase orders on some disbursements tested." District officials said that they now process invoices in Food Services all at one time, which provides better control over the payment of invoices.

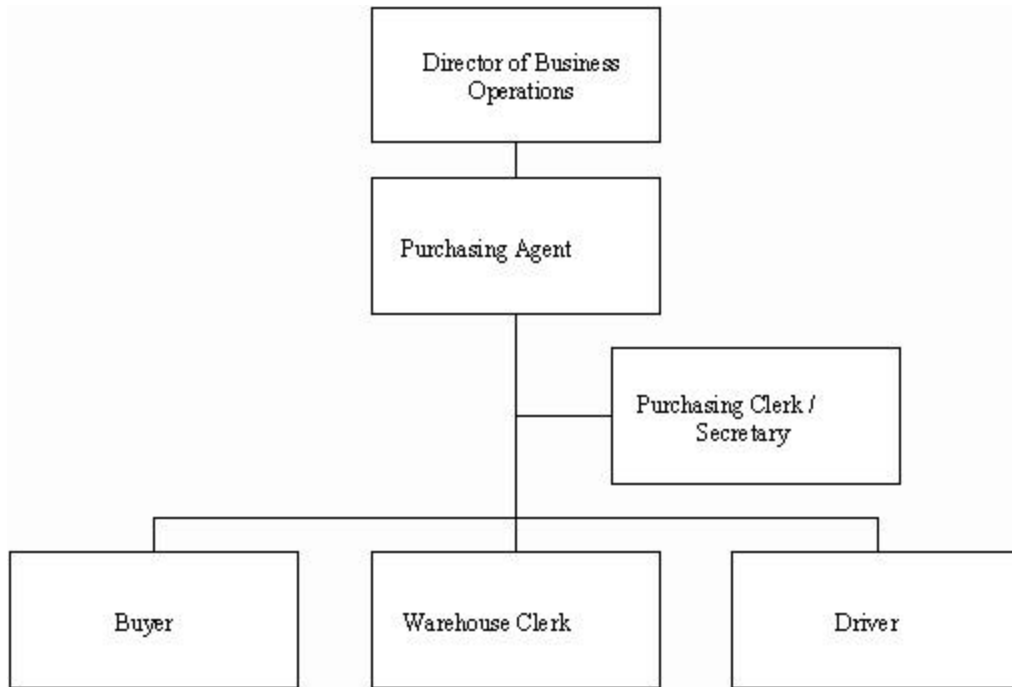
With an enrollment of 10,669 students, Leander ISD has a centralized purchasing department staffed by a director of Purchasing, two buyers, and a purchasing clerk. The department is responsible for procuring goods and services through competitive bids for the entire district, including the operational areas of maintenance, food services, transportation, and technology. Leander's director of Purchasing plans to test an automated purchase requisition/purchase order system in summer 1999. The director of Purchasing also manages a general supplies warehouse with two stockmen and one mail carrier and the district's copy center. The district uses an automated warehouse order system obtained through the South Texas Multi-Regional Process Center in Region 20.

Recommendation 82:

Centralize purchasing and distribution functions under a purchasing agent and strengthen compliance monitoring for federal and state procurement regulations.

The superintendent should create a Purchasing and Distribution division under Business Operations. The purchasing agent should be made a full-time position that manages the Purchasing and Distribution department and reports to the director of Business. Automation of maintenance, outlined earlier in this report, will allow the purchasing agent/maintenance supervisor the ability to be a full-time purchasing agent. The district should hire a buyer and transfer the positions of secretary, warehouse clerk, and driver to the department (**Exhibit 8-7**).

**Exhibit 8-7
Organization
Purchasing and Distribution**



Source: Texas School Performance Review.

Principals and department heads should retain control of the requisition process; however, the purchasing agent in association with the data processing manager should be responsible for creating an efficient districtwide purchase requisition-order system. The new department should manage and perform the steps involved in the competitive bidding process for all district goods and services, except requisitions for maintenance supplies and parts, food items, vehicles and vehicle parts, and computer equipment. The purchasing agent and buyer should work with the appropriate department to define specifications and then complete the procurement. More centralized control of the competitive bidding process should allow the district to reduce its spending for purchased supplies and services.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Business Operations designs a centralized purchasing and distribution organization and creates two full-time positions of purchasing agent and buyer.	June 1999
2.	The superintendent approves, with any necessary adjustments, the plan for the centralized purchasing and distribution organization.	June 1999
3.	The director of Business Operations appoints the purchasing agent and recruits and hires a buyer with the assistance of the	July 1999

	director of Human Resource Services.	
4.	The superintendent transfers the positions of secretary, warehouse clerk, and driver to the Department of Purchasing and Distribution.	July 1999
5.	The purchasing agent establishes a mission, goals, and objectives for the Department of Purchasing and Distribution.	August 1999
6.	The director of Business Operations and the purchasing agent assess the district's compliance with federal and state procurement regulations.	October 1999
7.	The director of Business Operations reports the findings of the assessment to the superintendent and Board of Trustees.	November 1999
8.	The superintendent centralizes purchasing activity as appropriate under the purchasing agent.	December 1999
9.	The purchasing agent develops and implements improved administrative procedures and monitoring systems to ensure compliance with federal and state procurement regulations.	January 2000

FISCAL IMPACT

Hiring a buyer is estimated at \$35,000 annually in salary plus 18.03 percent in benefits or \$41,310.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Centralize purchasing and distribution function under a purchasing agent.	(\$41,310)	(\$41,310)	(\$41,310)	(\$41,310)	(\$41,310)

FINDING

Most of CISD's purchase orders are generated by two separate purchase order systems, one operated through the district's administrative software system, and the other a completely manual system for "local purchase orders" (**Exhibits 8-6 and 8-8**).

Exhibit 8-8 CISD Purchase Orders 1996-97 and 1997-98

Year	Unisys Purchase Orders	Local Purchase Orders	Total
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1996-97	10,180	538	10,718
1997-98	11,212	540	11,752

Source: Business Office, CISD.

The purchase order system operated through the administrative software is used for 95 percent of the district's purchase orders and is the primary means of purchasing supplies and equipment for central and school administrators. Although the purchase order is transmitted electronically from the requester to central administration, the purchase requisition is completed manually by the requester, and the same information is entered a second time into the on-line purchasing system (**Exhibits 8-9**).

Exhibit 8-9
Assessment of Purchase Requisition/Order Process
for Central and School Administrators

Step	Participant	Action
1.	Requester	Identifies equipment or supplies to help in classroom instruction and/or department management
2.	Requester	Determines the need and asks team leader for permission to purchase.
3.	Requester*	Completes manual requisition form, signs and distributes to secretary
4.	Secretary	Obtains principal's signature and enters into on-line purchasing system
5.	MIS	Prints purchase order and distributes to business office
6.	Business Office	Affixes 3 stamps to each copy Checks applicability of budget code and fund balance Distributes copies (to supplier, original; business office file, white; receiving, pink; requester, yellow; and warehouse, green)
7.	Warehouse	Receives green purchase order copy. Makes entry to manual purchase order log Files in bin by school
		Waiting on supplier to fill order
8.	Supplier	Receives original purchase order Delivers purchased merchandise to the CISD warehouse Invoices the district
9.	Warehouse Receiving Clerk	Receives merchandise Looks up purchase order number in manual date log Pulls corresponding purchase order from school bin Makes conv of

		purchase order and sends copy to warehouse staging area Affixes inventory tag and engraves if fixed asset
10.	Warehouse Staging	Receives purchase order and merchandise Stages according to delivery schedule
11.	Warehouse Drivers	Picks up staged merchandise by school Drives to the school Locates requester or secretary
12.	Requester or Secretary	Receives merchandise Signs green copy of purchase order Sends receiving (pink) copy or purchase order to the business office
13.	Warehouse Driver	Returns green copy of purchase order to warehouse receiving
14.	Warehouse Receiving Clerk	Files green copy of purchase order by school
15.	Business Office	Receives receiving (pink) copy of purchase order and files
		Waiting on supplier to remit invoice
16.	Business Office	Processes invoice for payment by accounts payable.

*Source: Various departments, CISD. *Bolded items are manual processes.*

Before receiving merchandise, the warehouse clerk must file a copy of the purchase order, record its number in a paper log, and, upon receipt of the merchandise, make a copy of the purchase order for the warehouse staging area.

The purchase requisition/order process used by Food Services is similarly manually intensive and duplicative (**Exhibit 8-10**).

Exhibit 8-10
Assessment of Purchase Requisition/Order Process
for Food Services

Step	Participant	Action
1.	Food Service Staff*	Determines need Completes manual requisition form, signs and distributes to food service clerk
2.	Food Service Clerk	Obtains signature of the coordinator of Food Service and enters into on-line purchasing system

3.	MIS	Prints purchase order and distributes to business office
4.	Business Office	Affixes 3 stamps to each copy Checks applicability of budget code and fund balance Distributes copies (to supplier, original; business office file, white; receiving, pink; requester, yellow; and warehouse, green)
5.	Food Service Warehouse	Receives green purchase order copy Makes entry to manual purchase order log and files
		Waiting on supplier to fill order
6.	Supplier	Receives original purchase order Delivers purchased goods to the Food Service warehouse Invoices the district
7.	Warehouse Receiving	Receives merchandise Looks up purchase order number in manual date log Pulls corresponding purchase order from school bin Makes copy of purchase order and sends copy to ware house staging area Affixes inventory tag and engraves if fixed asset
8.	Warehouse Staging	Receives purchase order and merchandise Stages according to delivery schedule
9.	Warehouse Drivers	Pickups staged merchandise by school Drives to the school Locates requester or secretary
10.	Requester or Secretary	Receives merchandise Signs green copy of purchase order Sends receiving (pink) copy or purchase order to the business office
11.	Warehouse Driver	Returns green copy of purchase order to warehouse receiving
12.	Warehouse Receiving	Files green copy of purchase order by school
13.	Business Office	Receives receiving (pink) copy of purchase order and files
		Waiting on supplier to send invoice
14.	Food Service Clerk	Receives supplier invoice Sorts into alphabetical sequence Matches invoices to statement Retrieves project and supplier numbers from the log and writes onto each invoice Gives to coordinator of Food Services
15.	Coordinator of Food Services	Reviews Approves Adds budget code for each item Sends to Business Office Accounts Payable
16.	Business Office	Processes invoice for payment by accounts payable.

*Source: Food Service Department, CISD. *Bolded items are manual processes.*

The district's primary administrative software, the Advanced Programs for Educational Computer Solutions system, is not Year 2000 compliant, so the district is selecting a replacement application. For new administrative software, the district is considering Pentamation, Technology and Information Education Services, Merlin, and the Regional Service Center Computer Cooperative. All of these systems have purchasing modules.

The Maintenance and Operations, and Transportation Departments use a completely manual purchase order process using local purchase orders to procure other goods and services (**Exhibit 8-11 and 8-12**).

**Exhibit 8-11
Purchase Requisition/Order Process
Maintenance and Operations Department**

Step	Participant	Action
1.	Maintenance Staff	Determines need Calls secretary
2.	Maintenance Secretary	Receives call Assigns next purchase order number and records in paper log Enters supplier, project, date, cost and work order if available Verbally gives purchase order number to requester
		Waiting on supplier to send invoice
3.	Maintenance Secretary	Receives supplier invoice Sorts into alphabetical sequence Matches invoices to statement Retrieves project and supplier numbers from the log and writes onto each invoice Gives to director of Maintenance and Operations Department
4.	Director of Maintenance and Operations Department	Reviews invoice Approves Adds budget code for each item Sends to Business Operations Accounts Payable
5.	Business Office	Processes invoice for payment by accounts payable

Source: Maintenance and Operations Department, CISD.

The Maintenance and Transportation secretaries assign a purchase order number to each purchase. The Maintenance secretary and Transportation

mechanic helper sort and match invoices from supplies and manually write project and supplier numbers on each invoice.

Exhibit 8-12
Assessment Purchase Requisition/Order Process
for Transportation

Step	Actor	Action
1.	Transportation Staff	Determines need Calls parts technician
2.	Mechanic Helper	Requests purchase order number
3.	Transportation Secretary	Receives request Assigns next purchase order number and records in paper log Enters supplier, project, date, cost and work order Verbally gives purchase order number to supplier
		Waiting on supplier to send invoice
4.	Secretary	Receives supplier invoice
5.	Mechanic Helper	Sorts into alphabetical sequence Matches invoices to statement Retrieves project and supplier numbers from the log and writes onto each invoice Gives to director of Transportation
6.	Director of Transportation	Reviews Approves Adds budget code for each item Sends to Business Office Accounts Payable
7.	Business Office	Processes invoice for payment by accounts payable

Source: Transportation Department, CISD.

The maintenance secretary processes numerous local purchase orders each month. The parts technician processes about 17 local purchase orders each month and an estimated 200 local purchase orders each year.

Leander ISD plans to test an automated purchase requisition/order system in summer 1999 that will allow each department and school to enter and forward purchase requisitions electronically and the purchasing department to generate purchase orders from these requisitions. The district uses the automated warehouse order system from Region 20.

Recommendation 83:

Consolidate and automate the purchase requisition and order processes.

The district should purchase and implement a purchasing and distribution module as part of its new administrative software. By automating the purchase requisition and order processes, the district should be able to reduce the average number of days needed to fill purchase requisitions and increase the number of purchase orders processed by district employees.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The purchasing agent evaluates processing all purchases using the APECS software.	June 1999
2.	The purchasing agent establishes consolidated manual procedures for centralized purchasing.	June 1999
3.	The purchasing agent, administrative software project manager, and assistant to the data processing manager develop specifications for the purchasing and warehousing module of the district's new administrative software.	June 1999
4.	The administrative software project manager develops a procurement plan and timeline for acquiring the new system.	June 1999
5.	The administrative software project manager interviews critical staff to determine functional needs for the system.	June-August 1999
6.	The administrative software project manager identifies potential solutions and identifies potential bidders.	September-October 1999
7.	The director of Technology and the administrative software project manager determine a budget and present it to the superintendent.	November 1999
8.	The superintendent presents the budget to the board for approval.	January 2000
9.	The board approves the budget.	January 2000
10.	The administrative software project manager develops an RFP for the new system in conjunction with the director of Technology and the purchasing agent.	February 2000
11.	The purchasing agent advertises the RFP.	February 2000
12.	The superintendent appoints an evaluation committee including the administrative software project manager, the director of Technology, district management, and functional and technical experts.	February 2000
13.	The purchasing agent receives bids and distributes copies to the evaluation committee.	March 2000

14.	The evaluation committee evaluates bids, holds supplier presentations, and negotiates with suppliers for final proposals.	April 2000
15.	The evaluation committee recommends a solution to superintendent.	May 2000
16.	The superintendent recommends a contract to the board.	June 2000
17.	The board approves the purchase.	June 2000
18.	The supplier begins work.	July 2000
19.	The new system goes on-line.	January 2001

FISCAL IMPACT

The district is identifying a new administrative software system. This recommendation could be accomplished as part of the overall system replacement.

FINDING

CISD is not tracking key performance data or using key performance measures to manage the financial performance, cycle time, and quality of its purchasing and warehouse functions. A sample checklist of key performance measures is provided in **Exhibit 8-13**.

Exhibit 8-13 Examples of Performance Measures

Type of Performance Measure	Sample Effectiveness and Efficiency Measures
Financial Performance	<ul style="list-style-type: none"> • Number of purchase orders by amount. • Cost of operating the purchasing function as percent of total revenue. • Percent of total purchasing requisitions processed by the purchasing function. • Total purchases of goods as a percent of total district, campus, department budget. • Total purchases of services as a percent of total budget. • Total construction purchases as a percent of total budget.
Cycle Time	<ul style="list-style-type: none"> • Average number of days to fill purchase

	<p>requisitions.</p> <ul style="list-style-type: none"> • Average number of purchase orders per purchasing employee. • Total volume of purchases per purchasing employee. • Total volume of purchases per professional (exempt) purchasing employee.
Supplier Quality	<ul style="list-style-type: none"> • Number of active suppliers per purchasing employee. • Number of purchases per active supplier. • Cost of operating the purchasing function per active supplier. • Percent of total purchases spent with minority-owned suppliers. • Percent change in number of active suppliers during the one-year reporting period.

Source: Center for Advanced Purchasing Studies and Texas School Performance Review.

Financial performance measures indicate the level of expenditures necessary to operate the purchasing function given the number of purchase requisitions and purchase orders processed by the district. Examples include purchase orders by amount, and cost of operating the purchasing function as a percent of total district revenue. Cycle time measures, including average number of days to fill purchase requisitions, average number of purchase orders per purchasing employee, and total volume of purchases handled by purchasing employee, indicate how quickly the purchasing and distribution departments perform their jobs. Finally, supplier quality measures indicate the number of suppliers managed by purchasing employees and the cost of doing business with the supplier base. Examples include purchases per active supplier and the cost of operating the purchasing function per active supplier.

Performance measures provide benchmarks that allow management to evaluate its performance against other organizations when compared with other districts' statistics and national organizations' databases. This should lead the organization toward changes needed to develop best practices and superior performance.

Recommendation 84:

Develop and use key performance measures to aid in the management of CISD's purchasing operations.

By calculating and analyzing key financial, cycle time, and supply quality performance measures on a regular basis, the purchasing agent would be able to identify key variances in departmental costs and supplier performance and better manage the operations of the department.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The purchasing agent identifies the most appropriate performance measures for the Department of Purchasing and Distribution and determines the necessary data to calculate the performance measures.	September 1999
2.	The purchasing agent implements the tracking of any performance measures that do not require the new administrative software.	September 1999
3.	The purchasing agent discusses any special software requirements for the new administrative software's purchasing and warehousing module to track and calculate the performance measures.	September 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources with the hiring of the purchasing agent.

Chapter 8

PURCHASING AND DISTRIBUTION

B. WAREHOUSING

The district warehouse function is responsible for receiving incoming goods; signing and checking the carrier's delivery notice; identifying and recording incoming goods; reporting receipt to purchasing, inventory control, and quality control personnel; and making prompt dispositions of goods to the appropriate department's storage space. An adequate supply of materials with which to carry out assigned tasks is a must in any organization. On the other hand, an oversupply of these materials can be troublesome and expensive. Warehouse managers must calculate the added costs of keeping supplies over a long period of time; these costs include such factors as obsolescence, deterioration, and the costs of handling, storage, and insurance.

CISD operates a 6,000-square-foot warehouse that stores and distributes general office and school supplies to all departments and schools. These supplies include paper, pens, file folders, custodial supplies, and computer supplies. The warehouse is located at 278 Loop 337 in New Braunfels. Three individuals staff the warehouse: a warehouse supervisor, a warehouse clerk, and a driver. The warehouse supervisor reports to the purchasing agent. **Exhibit 8-14** describes the responsibilities of these positions.

Exhibit 8-14
Warehouse Job Descriptions

Position	Job Descriptions	Supervisor
Purchasing Agent/Maintenance Supervisor	Trains, assigns work, and evaluates department employees. Serves as a resource in the preparation of bid specifications.	Director of Business
Warehouse Supervisor	Supervises the operation of the central warehouse and distribution operation. Responsible for receipt and delivery of goods to the district. Performs physical inventories. Maintains current records concerning stock levels, orders, backorders, deliveries, and acquisitions.	Purchasing Agent
Warehouse Clerk	Responsible for stocking, receiving, distribution, and inventory control of incoming materials and equipment. Prepares	Warehouse Supervisor

	paperwork and expedites transfers and pickups from schools and departments. Assigns and stocks items, and rotates them accordingly. Performs physical inventories. Records and tags fixed assets and district equipment. Assists in loading and unloading vehicles.	
Pony Driver	Assists in stocking, receiving, distribution, and inventory control of incoming materials and equipment. Delivers, transfers, and picks up supplies, equipment, materials from schools and departments. Stocks items and rotates accordingly. Checks and unloads supplies, materials, and equipment obtaining authorized signatures upon delivery. Assists in recording and tagging fixed assets, capital outlay, and district equipment.	Warehouse Supervisor

Source: Warehouse Department, CISD.

In addition to the general supplies warehouse, the district has a warehouse for Food Services, a storage area/work room for Maintenance and Operations, and a parts room for Transportation. The district also rents a storage unit for its textbooks.

FINDING

The inventory of the general supplies warehouse has risen in total value and on a per-student basis over the last four years (**Exhibit 8-15**).

Exhibit 8-15 General Supplies Inventory

Category	1994-95	1995-96	1996-97	1997-98	As of October 30, 1998
Inventory	\$55,737	\$80,317	\$135,162	\$162,573	\$180,291
Enrollment	7,992	8,586	9,156	9,783	10,318
Inventory per student	\$6.97	\$9.35	\$14.76	\$16.62	\$17.47

Source: Department of Business Operations, CISD.

Despite this increase in inventory value, the district has not instituted management reports to ensure that inventories are maintained at appropriate levels, or implemented appropriate storage guidelines or procedures to ensure that rising inventories are properly stored and delivered (**Exhibit 8-16**).

Exhibit 8-16
Assessment of Warehouse Procedures

	Storage Guidelines and Procedures	Yes or No	Assessment
1.	Periodic analysis is prepared that can indicate current supply levels, use patterns, potential surplus items, delivery information, and other information useful to the purchasing agent in decision-making.	No	The warehouse stores order report indicates only the number of units on hand. The warehouse supervisor manually calculates projected inventory usage. The warehouse does not prepare any additional management and performance reports.
2.	Stock is inspected and rotated so that old stock is used up first.	Yes	
3.	Continuing records are kept of all materials received and disbursed; inventory records are kept in an on-line, accessible database and can be updated or analyzed electronically.	Yes	
4.	Responsibility for the storage operation is specifically assigned and understood by all.	Yes	
5.	Stock is handled with a minimum outlay of time for unpacking, shelving, and, if part of a central storage system, repacking for distribution.	Yes	
6.	The number of distributions is kept to a minimum.	No	The district has not implemented a regular delivery schedule to minimize the frequency of deliveries and travel distances.
7.	Stocks are released only on written requisition.	Yes	

8.	Proper insurance coverage is in effect to protect against fire or theft.	Yes	
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Source: Warehouse Department, CISD.

Recommendation 85:

Develop performance measures and procedures to ensure appropriate usage and distribution of warehouse inventory.

The purchasing agent should develop performance measures, including a ratio indicating the amount of time that commodities are stored before use (an "inventory turn ratio") and any potential inventory surplus. These measures should be monitored on a monthly basis. The purchasing agent also should develop procedures ensuring the usage of oldest inventory first and a regular delivery schedule minimizing trip frequency and travel time.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The purchasing agent develops and begins monitoring performance measures.	September 1999
2.	The purchasing agent reviews and adjusts warehouse and distribution procedures as appropriate.	October 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

The warehouse monitors the use and replenishment of general supplies in the warehouse through a stores order report; however, the report indicates only the units of each item on hand. The warehouse supervisor must manually calculate projected usage and manually complete a purchase order for each item (**Exhibit 8-17**).

**Exhibit 8-17
Warehouse Replenishment Process**

Step	Responsible Party	Action
1.	Information	Print the store's reorder report (based on established

	Technology	reorder levels entered by warehouse supervisor). Distribute to warehouse supervisor.
2.	Warehouse Supervisor	Receive and review reorder report. Pull up another report that shows month-to-date usage. Manually calculate 5-6 month's projected usage. Call suppliers for quotes. Pull up purchase order on computer system. Manually enter information into purchase order.
3.	Information Technology	Print purchase order. Distribute to warehouse supervisor.

Source: Warehouse Department, CISD.

Some districts accomplish this function by using reorder point systems. Reorder point systems track inventory levels and automatically generate a purchase order to reorder commodities after reaching an established minimum inventory level.

Recommendation 86:

Modify the stores order report, and purchase and install an automatic reorder point system.

The stores order report should indicate monthly usage. The Warehouse Department should establish minimum and maximum inventory levels for the warehouse and purchase a reorder point system that automatically generates purchase orders to maintain inventory within this range.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The purchasing agent establishes minimum and maximum inventory levels for all inventory items in the warehouse.	June 1999
2.	The purchasing agent, with the assistance of the data processing manager, assesses automatic reorder point systems available for warehousing departments.	August 1999
3.	The data processing manager incorporates the specifications for the automatic reorder point system into the specifications for the new administrative software.	August 1999
4.	The purchasing agent reviews and approves the plan for the purchasing module of the new administrative software.	February 2000

FISCAL IMPACT

The district is identifying a new administrative software system. This recommendation could be accomplished as part of the overall system upgrade. Note: See Chapter 6 for entire timeline for administrative software replacement project.

Chapter 8

PURCHASING AND DISTRIBUTION

This chapter examines CISD's purchasing, warehousing, and textbook distribution functions in three sections.

C. TEXTBOOKS

Textbook processing involves the distribution of textbooks to and from schools and students as cost-effectively and efficiently as possible. The Texas Education Agency (TEA) is responsible for selecting and purchasing most of the textbooks used by Texas districts. TEA buys textbooks from the publishers and then lends them to school districts until new textbooks are adopted. Each district is responsible for returning the borrowed textbooks to TEA. If textbooks are lost during the school year, it is the district's responsibility to recover their cost from the students' parents. If payment from the parents is not received, the district must compensate the state for the loss.

CISD coordinator of Secondary Curriculum is responsible for receiving textbooks from TEA, returning them, and tracking their location in the district. In October 1998, the district had an inventory of \$2,820,000 in state-adopted textbooks.

Each CISD school distributes and tracks textbooks differently. Canyon High School, Spring Branch Middle School, and Arlon Seay Intermediate School have an automated textbook distribution and tracking system using bar code technology. At Smithson Valley High School, department heads distribute the textbooks to teachers who then distribute them to students. Smithson Valley High School plans to bar code textbooks in fall 1999. The remaining schools delegate the responsibility for distributing and tracking textbooks to teachers under the coordination of an assistant principal, a clerical staff member, or an instructional aide.

FINDING

CISD recorded a loss of 5,577 textbooks valued at about \$240,000 when it conducted its first physical inventory in June 1997 (**Exhibit 8-18**).

Exhibit 8-18
Textbook Inventory and Losses

Year	Total	Number of	Percent of	Dollar Value of Lost
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	Textbooks	Lost Textbooks	Total	Textbooks
1996-97 and Prior Years*	63,867	5,577	8.7%	\$240,000**
1997-98	55,330	758	1.4%	\$21,270 (plus unpaid losses from prior years)

*Note: * The inventory in 1996-97 was the first textbook inventory completed by the district and includes cumulative textbook losses from previous years. ** One school did not participate in the physical textbook inventory. Source: Secondary Curriculum, CISD.*

According to the district, its cumulative textbook losses through the 1997-98 school year total \$218,922. Some losses are still in dispute between central and school administrators. The value of the lost textbooks, after deleting those that are being retired by TEA, is \$99,937.

According to the district's 1997 financial report, "the district's records for textbook inventories was incomplete and amounts for missing books were not annually paid to the State. Collections from students for textbooks are not reconciled to the physical inventory." As a result of the textbook losses, poor textbook tracking at district schools, late school payments or nonpayment for some losses, and other reasons, CISD did not have enough textbooks for its students at the beginning of the school year. Critical shortages were alleviated as soon as payments were made by individual schools.

The coordinator of Secondary Curriculum is responsible for the manually intensive process of receiving, moving, verifying, and distributing textbooks, and for managing the textbook storage facility. The director of Secondary Curriculum assumed these responsibilities in March 1997. The director established a system of distribution and collection, and initiated annual textbook inventories by two central office staff members in June 1997. The director spends half of her time and the majority of her secretary's time performing this function, which takes valuable time away from the director's major role of being an educational leader for the district. The coordinator hired five certified teachers and three paraprofessionals for six days to complete the annual textbook inventory in June 1998. From time to time, a night custodian assisted the coordinator in sending textbooks to schools.

Textbook processing typically is a warehouse function. At most school districts, a textbook coordinator is assisted by school administrators and staff in distributing and collecting textbooks, recovering the cost of lost textbooks from parents, and storing textbooks that are not in use. CISD has named a textbook coordinator from Maintenance and Operations who will assume these duties fully by October 1999. The district states this will be a full-time position.

FINDING

CISD's principals are not being held accountable for textbook losses incurred by their schools or students. The district paid a total of \$21,270 in losses in 1997-98. Principals have not been required to repay the district from school funds. **Exhibit 8-19** outlines the losses by school, if the school were required to reimburse the district.

**Exhibit 8-19
Textbook Inventory and Losses
1997-98 ***

School	Value of Lost Textbooks
High Schools	
Smithson Valley High	\$4,450
Canyon High	6,491
Subtotal	\$10,941
Middle/Intermediate Schools	
Spring Branch Middle	1,334
Smithson Valley Middle	954
Canyon Middle	704
Arlon Seay Intermediate	1,312
Mountain Valley Intermediate	695
Comal Intermediate	902
Subtotal	\$5,901
Elementary / Primary Schools	
Mountain Valley Elementary	873
Frazier Elementary	934
Comal Elementary	393

Bulverde Elementary	456
Bill Brown Elementary	237
Rahe Primary	549
Goodwin Primary	81
Subtotal	\$3,523
Other	
Comal Leadership Institute	630
Comal Discipline Center	275
Subtotal	\$905
Total	\$21,270

*Note: * Schools revised June 1998 physical inventory numbers and amounts owed based on self-reports of textbooks found and returned in August 1998. Also, approximately \$10,000 from local funds was expended to replace some shortages from the past.
Source: Secondary Curriculum, CISD.*

Some school districts require principals to pay for lost textbooks from their principal activity funds as an incentive to improve textbook tracking.

Recommendation 87:

Require each school to pay for all lost textbooks from its principal activity fund balances.

Principal activity fund money should be used for educational purposes, and paying for lost textbooks can be considered such a purpose.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent establishes a policy requiring each school to pay for all lost textbooks by the beginning of the next school year.	October 1999
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FISCAL IMPACT

Transferring the financial burden of lost textbooks to individual schools should provide an adequate incentive for principals to reduce textbook losses and should save the district \$14,890 annually ($\$21,270 \times 70$ percent = \$14,890), since principal activity funds come from sources other than the district's General Revenue Fund. Stricter textbook control should yield a 70-percent reduction in losses, based on experience in other districts.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Require each school to pay for all lost textbooks from its principal activity fund balances.	\$14,890	\$14,890	\$14,890	\$14,890	\$14,890

Chapter 9

TRANSPORTATION

This chapter discusses CISD's transportation functions in four sections:

- A. Organization and Staffing
- B. Routing and Scheduling
- C. Fleet Management
- D. Management Policies

BACKGROUND

The Texas Education Code authorizes but does not require Texas school districts to provide student transportation to and from school and for extracurricular activities. The federal Individuals with Disabilities Education Act (IDEA) requires districts to provide transportation to students with disabilities if they also provide transportation for the general student population, or if disabled students require transportation to receive special education.

Texas school districts are eligible to receive state funding for transporting regular and special education students based on funding rules set by the Texas Legislature. The regular education allotment is limited to students who live two or more miles from school or who face hazardous walking conditions, such as the need to cross a four-lane or wider roadway without a traffic signal or crossing guard. Local funds pay for any transportation costs the state allotment does not cover.

For regular education, the state reimburses districts for qualifying transportation expenses based on "linear density," the ratio of the average number of regular education students transported daily to the number of miles traveled daily with students on board. The Texas Education Agency (TEA) uses this ratio to assign each school district to one of seven groups, each of which is eligible to receive a different maximum-per-mile reimbursement. TEA evaluates these group assignments every two years by recalculating linear densities with data from the first of the previous two school years. During 1996-97, CISD received a reimbursement of 97 cents a mile for regular education transportation. All transportation for special education, except certain field trips, is eligible for state reimbursement of \$1.08 per mile.

In 1996-97, TEA provided CISD \$1.3 million in regular and special education transportation funding.

Exhibit 9-1 compares CISD's transportation operating statistics and costs for 1996-97 with those of the district's peer group of Texas school districts. These districts are similar to CISD in total enrollment or are neighboring districts; three (Leander, New Braunfels, and Seguin) are in the same linear density group as CISD. The other four are in higher linear density groups and, therefore, receive more funding per mile from TEA.

Exhibit 9-1
CISD and Peer ISD Cost Statistics
1996-97

District	Regular Program			Special Program		
	Cost/ Mile	Cost/ Rider	Cost/ Bus	Cost/ Mile	Cost/ Rider	Cost/ Bus
Leander	\$1.89	\$2.33	\$20,796	\$2.22	\$11.36	\$25,959
Pflugerville	\$2.66	\$1.71	\$24,898	\$2.50	\$11.00	\$34,309
San Marcos	\$1.20	\$1.59	\$19,955	\$1.41	\$5.87	\$12,996
New Braunfels	\$1.58	\$1.60	\$18,133	\$1.12	\$7.34	\$20,490
Judson	\$2.21	\$1.64	\$25,160	\$1.30	\$4.83	\$15,164
North East	\$2.07	\$1.66	\$18,939	\$2.03	\$13.27	\$25,652
Seguin	\$1.93	\$2.51	\$23,193	\$1.24	\$13.48	\$17,913
Peer Average	\$1.93	\$1.86	\$21,582	\$1.69	\$9.59	\$21,783
Comal	\$0.86	\$1.51	\$12,868	\$1.34	\$19.27	\$26,593
% Different from Average	-55%	-19%	-40%	-21%	101%	22%

Source: TEA School Transportation Operation Report, 1996-97; TEA School Transportation Route Services Report 1996-97; Average annual ridership calculated by multiplying daily ridership by 180 school days. Costs exclude capital costs and debt service.

CISD's costs per mile for regular and special education transportation combined are very low compared to those of the peer districts, due to CISD's long average trip lengths and its resulting high number of miles traveled. CISD's costs per rider for regular education are more comparable to the peer districts, while its cost per rider for special education is significantly higher.

Miles used for calculating the cost per mile are taken from TEA's *School Transportation Operation Report*; these in turn are derived from odometer readings. These miles include deadhead miles (that is, miles driven to and from the route itself), maintenance runs (miles traveled to obtain bus maintenance services), and other sources of added mileage. CISD experiences higher amounts of deadhead mileage than most peer districts because the district is so large. Comal also experiences more mileage for maintenance runs because most of its buses are not assigned to the main shop facility but are taken to the main shop for anything but minor maintenance. This higher mileage results in a lower cost per mile.

In 1998-99, the district's transportation budget rose 38.5 percent (to \$2,509,512) over 1996-97. Eighty-one percent of the increase was for 10 new positions added to the department in 1998-99. Assuming mileage continues to increase at the same rate as in past years, and assuming the cost of the 10 new positions is shared proportionately between regular and special education, CISD's regular cost per mile will equal \$1.08 for 1998-99. This cost per mile is 26 percent higher than 1996-97's, but still is well below the peer average.

Exhibit 9-2 compares CISD's transportation costs as a percentage of total expenditures with those of the peer districts.

Exhibit 9-2
Peer Transportation Costs
1996-97

District	Total Expenditures	Transportation Operation Costs	Percentage of Total Expenditures
Leander	\$47,253,055	\$3,142,557	7%
Pflugerville	\$45,873,710	\$1,656,578	4%
San Marcos	\$37,530,008	\$1,104,312	3%
New Braunfels	\$26,780,629	\$873,022	3%
Judson	\$78,677,698	\$3,014,325	4%
North East	\$240,928,417	\$8,350,294	3%
Seguin	\$39,284,436	\$1,903,497	5%
Peer Average		\$2,863,512	4%
Comal	\$48,257,195	\$2,492,684	5%

Source: Total expenditures from PEIMS data, 1996-97, excluding debt service and capital outlay. Transportation operation costs from TEA School Transportation Operation Report, 1996-97.

The peer districts devoted from 3 to 7 percent of their total expenditures to transportation. CISD is about average at 5 percent.

Exhibit 9-3 includes service indicators for CISD and the peer districts. As expected in view of the long trip lengths for CISD students, the district's riders per mile and riders per bus are relatively low, while its miles-per-bus measure is high.

Exhibit 9-3
CISD and Peer ISD Service Indicators
1996-97

District	Regular Program			Special Program		
	Riders/ Mile	Riders/ Bus	Miles/ Bus	Riders/ Mile	Riders/ Bus	Miles/ Bus
Leander	0.8	8,912	10,990	0.2	2,285	11,690
Pflugerville	1.6	14,587	9,374	0.2	3,120	13,705
San Marcos	0.8	12,533	16,697	0.2	2,215	9,237
New Braunfels	1.0	11,302	11,447	0.2	2,790	18,311
Judson	1.3	15,353	11,410	0.3	3,142	11,646
North East	1.2	11,406	9,163	0.2	1,934	12,660
Seguin	0.8	9,239	12,007	0.1	1,329	14,441
Peer Average	1.07	11,904	11,584	.02	2,402	13,099
Comal	0.6	8,517	14,924	0.1	1,380	19,900
% Different from Average	-46%	-28%	29%	-63%	-43%	52%

Source: TEA School Transportation Operation Report, 1996-97; TEA School Transportation Route Services Report 1996-97; Average annual ridership calculated by multiplying daily ridership by 180 school days.

TEA's transportation reports provide a five-year history for CISD's transportation service. Since the 1992-93 school year, CISD's total miles of transportation have risen by 55 percent, while its transportation costs have increased by 43 percent (**Exhibit 9-4**).

Exhibit 9-4
CISD Regular and Special Education Transportation Operation Costs
1992-93 through 1996-97

Item	1992-93	1993-94	1994-95	1995-96	1996-97	Percent Increase
Operations Costs						
Regular Education	\$1,208,217	\$1,222,994	\$1,284,519	\$1,282,491	\$1,492,680	24%
Special Education	\$57,867	\$100,072	\$176,434	\$244,345	\$319,115	451%
Total	\$1,266,084	\$1,323,066	\$1,460,953	\$1,526,836	\$1,811,795	43%
Annual Miles						
Regular Education	1,220,053	1,263,039	1,389,150	1,692,956	1,731,174	42%
Special Education	52,334	81,843	132,089	187,949	238,805	356%
Total	1,272,387	1,344,882	1,521,239	1,880,905	1,969,979	55%
Cost Per Mile						
Regular Education	\$0.99	\$0.97	\$0.92	\$0.76	\$0.86	-13%
Special Education	\$1.11	\$1.22	\$1.34	\$1.30	\$1.34	21%

Source: TEA School Transportation Operation Report, 1992-97; TEA School Transportation Route Services Report 1992-97. Costs exclude capital outlay and debt service.

CISD operates 14 special education routes, including one that travels to San Marcos to a school for deaf students. The district's special education

transportation costs rose dramatically from 1992-93 to 1996-97, averaging a 50-percent increase each year over four years. From 1993-94 to 1997-98, special education ridership also rose by an average of 50 percent each year.

Exhibit 9-5 details CISD transportation costs over five years by object of expenditure.

Exhibit 9-5
CISD Transportation Costs by Type of Expenditure
1992-93 through 1996-97

Object	1992-93	1993-94	1994-95	1995-96	1996-97	Percent Increase
Salaries and Benefits	\$855,073	\$914,116	\$908,440	\$1,053,528	\$1,263,311	48%
Purchased/Contracted Service	\$38,950	\$47,200	\$95,875	\$97,430	\$116,068	198%
Supplies and Materials	\$285,838	\$300,500	\$367,763	\$292,419	\$353,048	24%
Other Expenses	\$86,223	\$61,250	\$88,875	\$83,459	\$79,368	-8%
Total Costs	\$1,266,084	\$1,323,066	\$1,460,953	\$1,526,836	\$1,811,795	43%

Source: TEA School Transportation Route Services Report 1996-97.

The increase in transportation costs over the last five years largely is due to a 48-percent increase in personnel costs, which in turn is due largely to the growth in miles traveled. Salaries and benefits represented 68 percent of transportation costs in 1992-93 and 70 percent in 1996-97. Although the cost of purchased/contracted service rose by nearly 200 percent, this line item still represented less than 7 percent of total costs in 1996-97. The increase in purchased/contracted services costs is due to an increase in specialized contracted maintenance.

CISD provides less extracurricular transportation than its peer districts; the vast majority of its miles in 1996-97 were route miles (**Exhibit 9-6**).

Exhibit 9-6
CISD Total Miles of Service
Regular and Special Education Transportation
1992-93 through 1996-97

Type of Mileage	1992-93	1993-94	1994-95	1995-96	1996-97
Route Mileage (Including Deadhead)	1,220,081	1,281,478	1,428,235	1,803,471	1,883,189
Extra/Cocurricular Mileage	52,306	62,574	91,154	75,483	84,590
Other	0	830	1,850	1,951	2,200
Gross Annual Mileage	1,272,387	1,344,882	1,521,239	1,880,905	1,969,979

Source: TEA School Transportation Operation Report, 1992-97.

Chapter 9

TRANSPORTATION

A. ORGANIZATION AND STAFFING

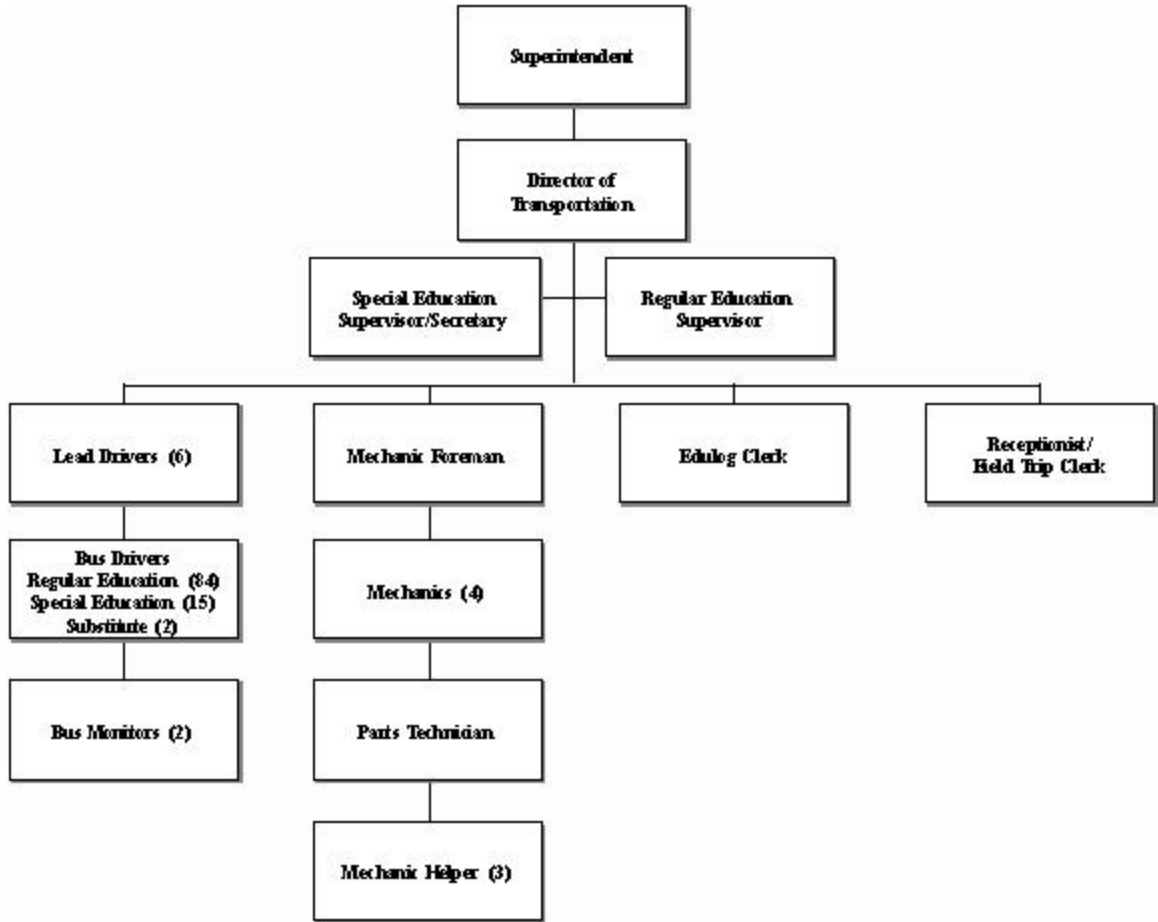
The Transportation Department is responsible for providing school bus service and maintaining school buses; in addition, it assists the Maintenance and Operations Department in maintaining the district's general services fleet of pickup trucks and a few tractors. The Transportation Department operates from two facilities. All administrative employees, most maintenance workers, and about a third of the drivers report to the main facility, which is located near the district offices. A few maintenance employees and the rest of the drivers report to the Hill Country facility at Smithson Valley Middle School.

The Transportation director reports directly to the district superintendent. The department is organized in three areas: Transportation Operations (regular and special education), Maintenance, and Support (**Exhibit 9-7**). The number of employees listed on the organization chart reflects staffing levels at the beginning of 1998-99. Starting in 1998-99, 10 new positions were approved for the Transportation Department that are not included in the exhibit. A few of these have been filled; recruiting for the rest is under way. The new positions include one assistant Edulog clerk (see Section B below); one dispatcher; one regular education supervisor and one secretary for the Hill Country facility; one mechanic and two mechanic helpers for the main facility; and one mechanic and two mechanic helpers for the Hill Country facility. Six of these positions are maintenance workers intended to start a second maintenance shift. Five of the positions will staff the Hill Country facility, which was opened about a year ago.

The district employs three categories of bus drivers: lead drivers, full-time drivers, and substitute drivers. One lead driver serves each of four geographic divisions in the district and two lead drivers serve the fifth area. The lead drivers usually do not have an assigned route, but instead train drivers, design routes, drive routes when regular drivers are absent, and help manage the drivers. Lead drivers are guaranteed eight hours a day and receive benefits. Full-time drivers are guaranteed a minimum of four hours a day, or 20 hours per week, but most average 28 to 32 hours a week. The drivers assigned to the Hill Country facility generally work more hours per week than those assigned to the main facility because their routes are longer. Nine of the drivers also are full-time teachers in the district, with most teaching in secondary schools. The teacher-drivers drive two-hour morning routes then teach for eight hours. Full-time

drivers also receive benefits. Substitute drivers do not have a guaranteed number of hours and do not receive benefits.

**Exhibit 9-7
CISD Transportation Department
October 1998**



Source: CISD.

FINDING

The Transportation Department has an incentive program to encourage driver attendance. All drivers who have not been absent for more than two days during the school year receive a \$75 bonus. The Transportation director said the program has been in effect for two or three years. While the program's effect on absenteeism has not been assessed, CISD's absentee rate of 6 percent is well below the peer average of 7.2 percent. Incentive programs are rare among CISD's peer districts; only San Marcos Consolidated School District has a similar program.

COMMENDATION

CISD has an attendance incentive program to reduce absenteeism among bus drivers.

FINDING

Twelve employees report directly to the Transportation director: six lead drivers, the mechanic foreman, the special education supervisor, regular education supervisor, Edulog clerk, field trip clerk/receptionist, and a part-time receptionist. When the new positions are filled, an assistant Edulog clerk, dispatcher, regular education supervisor for the Hill Country facility, and secretary for the Hill Country facility also will report to the director. The director's attention then will be divided among 15 different employees in two facilities whose jobs cover four different aspects of the Transportation Department: regular education transportation, special education transportation, maintenance, and support functions.

Responsibility for regular education transportation will be divided among two supervisors, one dispatcher, and two Edulog clerks. Some parents have criticized the Transportation Department for providing poor quality service. With five positions responsible for regular education transportation, it will be difficult to determine accountability for poor service and assign responsibility for correcting problems.

Moreover, the lines of authority for some positions in the Transportation Department are not accurately reflected by the organizational structure. For example, despite the formal report relationship of the Edulog clerks to the director, most of the clerks' daily direction is provided by the regular education supervisor and the lead drivers.

Recommendation 88:

Reorganize the Transportation Department into sections for maintenance, regular education, and special education.

The recommended organization is shown in **Exhibit 9-8** and includes the department's 10 new positions. The regular education supervisor would be responsible for managing all aspects of regular education transportation, including driving, dispatching, routing, and scheduling. The special education supervisor would be responsible for all aspects of special education transportation, with dispatching services provided by the dispatcher as needed.

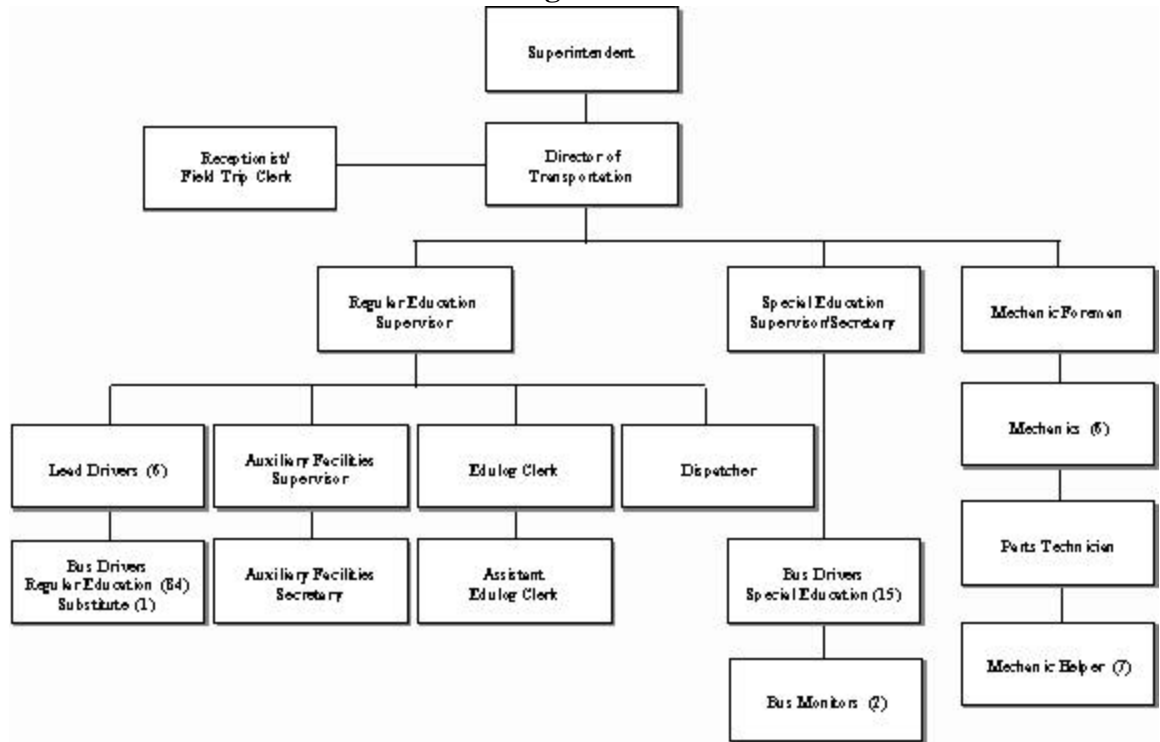
Reorganizing the Transportation Department into three sections would accomplish several objectives. First, the number of employees reporting to the Transportation director would be reduced to four, including the receptionist field trip clerk, allowing the director to shift his attention from

managing many individual employees to managing the functions of the department.

The responsibility for regular education transportation would be consolidated under the regular education supervisor. The present scheme, which scatters responsibility for regular education transportation among five positions, makes it difficult to determine accountability for the quality of service provided and the resolution of problems. The new structure would help make employees responsible and accountable for the decisions they make, particularly when there are complaints from parents.

Third, because the Edulog clerks report on a daily basis to the regular education supervisor, this new organization more accurately reflects existing lines of authority in the department.

Exhibit 9-8 Recommended Organization



CISD Transportation Department
Source: TSPR.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Transportation director meets with Transportation supervisory staff to discuss the organizational structure.	June 1999
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2.	The Transportation director implements the new organizational structure.	July 1999
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FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

Under the present Transportation Department organization, the special education supervisor supervises the special education drivers and special education transportation activities, and also provides secretarial support to the Transportation Department and its director. This division between two areas of responsibility prevents the special education supervisor from dedicating all of her energies to special education transportation, which is critical to ensuring that CISD provides quality and cost-effective service to special education students.

Recommendation 89:

Reassign the special education supervisor's secretarial duties to the field trip clerk/receptionist and the new Hill Country facility secretary.

Secretarial duties that provide direct support to the Transportation director should be reassigned to the field trip clerk/receptionist, who is located in the same facility as the director. Duties not directly supporting the Transportation director should be reassigned to the Hill Country facility secretary.

To prevent overloading the field trip clerk/receptionist, some of her duties should be reassigned to the Hill Country facility secretary. Because more drivers are assigned to the Hill Country facility than the main facility, the new secretary could take on assigning field trips to drivers working out of the Hill Country facility.

This reassignment of duties would allow the special education supervisor to focus on managing drivers and providing quality transportation services.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Transportation director evaluates the special education supervisor's position and reassigns secretarial duties to the field trip clerk/receptionist and Hill Country facility secretary.	June 1999
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2.	The Transportation director evaluates the workload of the field trip clerk/receptionist and reassigns some field trip duties to the Hill Country facilities secretary.	June 1999
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FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

CISD does not have a difficult time retaining drivers, but does find it hard to recruit them. Consequently, the district has a chronic shortage of drivers that has led to significant problems; for instance, absent drivers' routes must be covered by drivers of other nearby routes because the district has 99 drivers but only two substitutes for 101 routes. Lead drivers also cover driver shortages, which prevents them from concentrating on their other responsibilities.

The Transportation Department's salary schedule is a 31-step system based on years of experience. The steps are in 25-cent increments. The minimum wage for CISD bus drivers, which is the starting wage for drivers with no prior driving experience, is significantly lower than those of most peer districts. As shown in **Exhibit 9-9**, the minimum wage at New Braunfels ISD (NBISD) is about the same as at CISD, and the NBISD Transportation director said NBISD also has difficulty recruiting drivers.

Exhibit 9-9 also compares peer district average wages and top wages. The average CISD wage is the third-highest among the peer districts. CISD's top wage, however, far exceeds those of peer districts. At \$14.95, CISD's top wage is 17 percent higher than the next-highest top wage of \$12.76 at Judson ISD. High average top wages probably are major factors in CISD's ability to retain drivers once hired.

**Exhibit 9-9
Peer Wage Rates**

District	Minimum Wage	Average Wage	Top Wage
Leander	\$9.05	\$10.00	\$11.44
Pflugerville	\$9.00	N/A	\$11.25
North East	\$8.41	\$9.00	\$11.59
Judson	\$7.98	\$8.52	\$12.76
San Marcos	\$7.64	\$8.09	\$9.89

New Braunfels	\$7.28	\$7.80	\$9.15
Seguin	\$6.75	N/A	N/A
Average	\$8.02	\$8.68	\$11.01
Comal	\$7.20	\$8.89	\$14.95

Source: TSPR survey of peer districts; Pflugerville and Seguin ISD are operated by private contractors who were unable to provide proprietary information due to company policy.

Recommendation 90:

Compress CISD's wage schedule for drivers to provide a more competitive starting wage.

The first four steps of the driver wage schedule should be compressed, making the starting wage for drivers with no experience \$7.95. While this starting salary still is slightly below the peer average, it is competitive and would increase the average driver wage to \$9.08, second-highest among the peers. If the increased starting wage yields more drivers for CISD, the quality of service provided to students should improve dramatically. Because the top wage for CISD drivers is so much higher than the peer average, the top wage should not be increased.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Transportation director recommends compressing the driver wage schedule to the director of Human Resource Services.	June 1999
2.	The Director of Human Resources Services seeks board approval for budget increase and new salary schedule.	July 1999
3.	The Director of Human Resource Services compresses the wage schedule following board approval, resulting in a more competitive starting salary for drivers.	August 1999

FISCAL IMPACT

Thirty-seven CISD drivers make below \$7.95 an hour: 15 make \$7.20, 11 make \$7.45, and 11 make \$7.70. These drivers should have their rates adjusted to reflect the new wage schedule. The average driver works six hours a day. Increasing these drivers' wages, plus benefits at a rate of 18.03 percent, for six hours a day for 180 days would cost \$24,862 a year.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Compress CISD's wage schedule for drivers to provide a more competitive starting wage.	(\$24,862)	(\$24,862)	(\$24,862)	(\$24,862)	(\$24,862)

FINDING

Between four and eight CISD drivers are absent each day. Assuming six drivers are absent on the average day, CISD experiences an absentee rate of 6 percent. While this rate is below the peer average (**Exhibit 9-10**), the department has only two substitute drivers and neither generally is available to cover for absent drivers, since one driver already has his own route and the other only can cover afternoon routes.

Exhibit 9-10
Peer Absentee and Substitute Driver Rates

District	Absentee Rate	Substitute Drivers
Leander	13.5%	6.9%
Pflugerville	N/A	11.7%
North East	10%	10%
Judson	6.5%	7.2%
San Marcos	4%	9.7%
New Braunfels	7%	5.3%
Comal	6%	2%
Seguin	2%	N/A
Average	7%	8%

Source: TSPR survey of peer districts; Pflugerville and Seguin ISD are operated by private contractors who were unable to provide proprietary information due to company policy.

To compensate for driver absences, the department reassigns other drivers to cover portions of the runs of absent drivers. Reassigning the runs of absent drivers increases student travel times, causes on-time performance

problems, and makes it difficult to track which bus is transporting which student on a given day. These daily reassignments result in extra work for drivers and other department employees and confusion for students and parents. Due to the number of routes that must be reassigned each day, the department receives many telephone calls from parents who want to know when their child will be home or what bus their child is riding.

Some districts use substitute drivers to take over an absent driver's entire run, making reassignments of portions of routes unnecessary. This practice allows students to ride on the same bus every day and parents to know what bus their children are on and when to expect them home.

Recommendation 91:

Develop a substitute driver pool to cover 6 percent absenteeism.

CISD should establish a full-time substitute driver pool to take over absent drivers' entire runs and eliminate the practice of reassigning portions of routes to other drivers. Student travel times and on-time performance should improve because drivers would not be required to cover portions of other runs.

To ensure that the Transportation Department can recruit and maintain a pool of quality full-time substitute drivers, the substitutes should receive the same 20-hour-a-week guarantee and benefits that full-time drivers receive.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Transportation director creates six full-time substitute driver positions.	June 1999
2.	The Transportation director hires six full-time substitute drivers.	August 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources. The average driver works six hours a day, which often includes hours over his or her scheduled runs to cover for absent drivers' runs. Assuming 12 drivers must work two additional hours a day to compensate for absent drivers, adding the six substitutes will allow 12 drivers each day to work their normal schedule. Twenty-four hours can be saved each day if drivers are not required to cover absent drivers' routes. At a rate of \$8.89 plus benefits (18.03 percent) for 180 a year, \$45,329 can be saved.

The six new substitutes will each work four hours a day. Six substitutes working four hours a day for 180 days at a rate of \$8.89 plus benefits (18.03 percent) will cost \$45,329. Therefore, the savings from developing a substitute drive pool equal zero.

FINDING

The Transportation Department receives many calls from parents. The receptionist/field trip clerk, a substitute driver/part-time receptionist, the special education supervisor/secretary, and the Edulog clerk share responsibility for answering the telephones. A newly approved position, the full-time secretary at the Hill Country facility, also will assist with telephones. Once the new positions are filled, five positions will be available to answer telephones.

The substitute driver/part-time receptionist is unavailable to drive in the morning and works in the office in the afternoon; therefore, this substitute only is available to cover late afternoon runs.

Recommendation 92:

Eliminate the substitute driver/part-time receptionist position.

The substitute driver/part-time receptionist does not serve the department effectively as a substitute bus driver and, with four positions answering telephones, another doing the same seems unnecessary. Therefore, the substitute driver/part-time receptionist position should be eliminated.

The Transportation Department can maintain adequate telephone coverage by staggering the work hours of the field trip clerk/receptionist, Edulog clerk, and special education supervisor. The addition of the new secretary at the Hill Country facility should relieve some of the volume of telephone calls to the main facility.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Transportation director recommends eliminating the substitute driver/part-time receptionist position to the Director of Human Resource Services.	June 1999
2.	The Director of Human Resource Services eliminates substitute driver/part-time receptionist position.	June 1999
3.	The Transportation director staggers the schedules of the field trip clerk/receptionist, Edulog clerk, and special education supervisor to provide adequate telephone coverage.	June 1999

FISCAL IMPACT

The substitute driver/receptionist earns an hourly rate of \$10.20 and works two hours a day. For a 180-day school year, eliminating this position would save \$3,672 a year.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Eliminate substitute driver/receptionist position	\$3,672	\$3,672	\$3,672	\$3,672	\$3,672

Chapter 9

TRANSPORTATION

B. ROUTING AND SCHEDULING

More than 50 percent (about 5,500) of CISD's students are transported daily by bus. The district operates 101 bus routes each day. These routes are divided into six groups, one for special education routes, two for regular education routes serving the urban areas of the district, and the remaining three for regular routes serving CISD's rural areas.

CISD offers transportation to all its students, not just those living more than two miles from their school. All students who live within two miles of their school but who desire transportation are considered to face hazardous walking conditions because CISD is located in a rural area that has many high-speed rural roads lacking sidewalks or crosswalks.

The district covers 589 square miles and includes portions of five counties-Comal, Bexar, Hays, Kendall, and Guadalupe. The Transportation Department offices are 30 miles from schools in Bulverde, 20 miles from schools in Smithson Valley, 18 miles from schools in Canyon Lake, and 15 miles from schools in Garden Ridge. The Transportation Department has a satellite facility at the Smithson Valley Middle School, 20 miles and nearly 30 minutes in drive time from the Transportation Department offices.

In general, CISD's bus routes are designed as follows. In the morning, buses travel through neighborhoods picking up students of all ages. The buses drop off elementary students at their schools and then proceed to the secondary schools. The morning bus routes are designed to drop elementary children at their schools 15 minutes before school starts. Since most secondary schools' bell times are 30 to 40 minutes later than the elementary schools', secondary students arrive at school quite early. In the afternoon, most of the routes are split into two runs. First, the buses pick up the elementary students and take them home. This keeps elementary students from having to wait until secondary students get out of school. Then, the buses pick up the secondary students and take them home; however, by the time the buses are able to reach the secondary schools, students already have been out of class between thirty minutes and one hour. The bell times of the schools are presented in **Exhibit 9-11**.

Exhibit 9-11 **School Start and End Times**

School	Start Time	End Time
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Mountain Valley Elementary	7:45	2:45
Frazier Elementary	7:55	3:00
Goodwin Elementary	7:55	3:00
Bulverde Elementary	7:55	3:00
Comal Elementary	7:55	3:00
Rahe Primary	7:55	3:00
Bill Brown Elementary	7:55	3:00
Canyon Elementary	8:00	3:00
Arlon Seay Intermediate	7:45	2:40
Mountain Valley Intermediate	7:45	2:45
Canyon Middle School	8:20	3:40
Canyon High School	8:30	3:20
Smithson Valley Middle School	8:30	3:45
Smithson Valley High School	8:30	3:30
Spring Branch Middle School	8:30	3:40

Source: CISD Transportation Department Memorandum, July 30, 1998.

FINDING

CISD has owned an Edulog automated routing and scheduling program for about three years. To date, the district has used the program only to plot route maps. The lead drivers and the regular education supervisor design all routes without computer aid. In addition to the Edulog program, CISD owns three Edulog modules (**Exhibit 9-12**). According to the Transportation director, the department will fully implement these modules by March 1999, and has hired additional staff needed to load the necessary data into the system.

Exhibit 9-12 Edulog Software and Modules

Module	Function
Pupil Transportation	Maintain/update/analyze: <ul style="list-style-type: none"> • Student data • Bus stops

	<ul style="list-style-type: none"> • Bus runs • Bus routes
Transportation Optimization	<ul style="list-style-type: none"> • Stop location optimization • Run building • Route coupling
Boundary Planning and Optimization	<ul style="list-style-type: none"> • Student enrollment trend analysis • Simulation of new school boundaries • New facilities planning • Socioeconomic analysis of students

Source: Edulog Website.

The Transportation Department also has a maintenance contract with Edulog at a cost of \$3,570 a year.

TSPR found that CISD does not use the Edulog system as effectively as it should to manage regular education transportation. The system mostly is used for storing information on routes that have been developed by the lead drivers and supervisors. Full implementation of Edulog, however, entails a different way of thinking about how *ad hoc* changes should be made to routes. Edulog can combine pickup locations in a way that reduces miles and buses and can examine more combinations in less time than is possible through manual routing and scheduling.

Full implementation of Edulog would allow the district to actively design and make changes to routes that minimize miles and hours.

Recommendation 93:

Use the full capabilities of the Edulog system to reduce the district's number of bus routes and the number of required buses and drivers.

The district should fully use Edulog's capabilities to map routes from scratch and should continually test its modules to ensure that CISD's routes remain as efficient as possible. Edulog can examine more combinations in less time than is possible through manual routing and scheduling.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Transportation director examines all routes in the system to minimize the number of bus routes required once Edulog is fully implemented.	June 1999
2.	The Transportation Department notifies parents of any routing and scheduling changes.	July 1999
3.	The Transportation Department implements new routes and schedules.	August 1999

FISCAL IMPACT

CISD can achieve a 3-percent reduction in miles and hours from full use of Edulog's capabilities. Because CISD is a large rural district, it cannot achieve the same productivity levels as its peers in the same linear density group (Leander, San Marcos, and New Branfels ISDs). CISD, however, is capable of at least a 3-percent improvement.

A 3-percent reduction in miles would directly affect maintenance costs. In 1996-97, CISD's variable maintenance expenses, including contracted vehicle repair, supplies and parts, fuel, and tires, equaled \$370,100. These variable maintenance expenses do not include mechanics' wages. Three percent of these maintenance costs is \$11,103.

CISD has 99 drivers and one full-time substitute. Decreasing drivers by 3 percent will eliminate three driver positions. Eliminating three drivers who work six hours a day, 180 days a year, and make \$8.89 an hour plus benefits (18.03 percent) would save the district \$33,997 a year.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Use the Edulog system to reduce routes, buses, and drivers.	\$45,100	\$45,100	\$45,100	\$45,100	\$45,100

FINDING

The Transportation Department has an Edulog clerk and added the position of assistant Edulog clerk this year. These positions are responsible for maintaining and developing the Edulog pupil transportation system. Job descriptions for these positions indicate that much of their responsibilities entail entering and updating data, but not analyzing or manipulating it in any way.

To gain full benefits from Edulog, employees with analytical or scheduling expertise are required to operate the system. An Edulog analysts' responsibilities often include testing routes to ensure that they remain as efficient as possible.

Recommendation 94:

Eliminate the Edulog clerk position, create a new position of Edulog scheduler, and train the current clerk to fill this position.

The operation of Edulog should be the function of an analyst or scheduler, not a clerk. The Transportation Department should eliminate the Edulog clerk position and create the position of Edulog scheduler.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Transportation director schedules Edulog training for the Edulog clerk.	June 1999
2.	Following successful completion of training, the Transportation director eliminates the Edulog clerk position.	July 1999
3.	The Transportation director writes a job description for the position of Edulog scheduler.	July 1999
4.	The Transportation director obtains approval from the superintendent and the board for the new position and additional budget.	July 1999
5.	The Transportation director upgrades the current Edulog clerk to Edulog scheduler.	August 1999

FISCAL IMPACT

The responsibilities of the Edulog scheduler are at about the same level of the Food Service clerk, who makes about \$10.23 an hour. The Edulog scheduler's hourly wage, therefore, should be \$10.23 plus benefits (18.03 percent). Assuming the Edulog scheduler works eight hours a day for 226 days a year, this increase of the current clerk's hourly wage would cost CISD \$3,628 in additional wages and benefits.

On-site, advanced Edulog training costs \$600 per day plus travel. A three-day training session would cost \$1,800 and approximately \$1,645 for the trainer's travel expenses, for a one-time cost of \$3,445.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
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Eliminate the Edulog clerk position and create the position of Edulog scheduler.	(\$3,628)	(\$3,628)	(\$3,628)	(\$3,628)	(\$3,628)
Train Edulog scheduler.	(\$3,445)	\$0	\$0	\$0	\$0
Total	(\$7,073)	(\$3,628)	(\$3,628)	(\$3,628)	(\$3,628)

FINDING

CISD's bell times are not set in an optimal fashion to maximize the Transportation Department's efficiency. Most elementary bell times fall 30 minutes before the secondary school bell times. To accommodate these bell times, most buses can make only one run in the morning, which forces secondary students to wait for school to begin. Moreover, the single morning run requires students of all ages to ride the bus together. Parents have expressed concern over elementary school children riding the bus with junior high and high school students.

In the afternoon, the buses make two runs, but bell times are set so that secondary school students have been out of class for up to an hour before the buses arrive to take them home. Bell times for most schools in Texas' urban areas allow for two morning and two afternoon runs that deliver and pick up students at appropriate times.

The Transportation director told TSPR that bell times for the elementary and secondary schools would have to be an hour to 1.5 hours apart to eliminate the problem of secondary students waiting at the schools for buses to return from dropping off elementary students. TSPR's analysis confirmed this.

CISD's school board adopted the Texas Association of School Boards' recommended policy for bell times, which provides guidelines on the length and schedule of the school day; however, the district has no local written policy delegating the authority to set bell times to a specific department, individual, or group. Consequently, neither the Transportation Department nor individual school principals have the power to change bell times significantly. The Transportation Department and school principals have made small changes to bell times to help the situation, but the effort has resulted in bell times with many unusual variations that still do not allow for an adequate time spread between elementary and secondary bell times. According to the Transportation director, the elementary school principals have not been flexible enough in changing the bell schedules to allow an adequate time spread between elementary and secondary bell times. The lack of a written policy regarding bell time authority has prevented the Transportation Department from making significant changes in bell times for the benefit of student transportation.

Socorro ISD (SISD) is one example of a district that successfully uses staggered bell times. Of SISD's 53 regular routes, only five are scheduled for one bus trip, and of SISD's 28 special education routes, only three are scheduled for one bus trip. If the bell times were not staggered, SISD's buses only could make one round trip, and the district would require an additional 47 regular education buses and 30 special education buses to make all of its runs. Each bus would require an additional driver. Additional mechanics and larger facilities also would be required to maintain the buses. Similarly, Beaumont ISD implemented staggered bell times during the 1995-96 school year to optimize bus use and reported a savings of \$339,000 during the first year.

Recommendation 95:

Establish a staggered bell schedule for all schools in the district.

Staggering bell times accomplishes several objectives. First, each bus could make four runs a day, two morning runs and two afternoon runs. Second, the quality of transportation provided to the students would improve through shortened travel times and simplified bus routes. Students would ride the same bus in the morning and the afternoon. Third, secondary students would no longer have to wait for long periods for school to begin or for a bus to pick them up. Finally, staggered bell times would help alleviate parental concern regarding students of all ages riding the bus together.

Because the students in the rural part of the district are located far apart, an hour-and-a-half bell time spread would be required in most cases to provide two morning runs and two afternoon runs. In the morning and the afternoon, buses would pick up and deliver elementary students on one trip, then pick up and deliver secondary students on a second trip.

To keep driver assignments simple and ensure that students ride the same bus in the morning and the afternoon, each driver should be required to run both morning and both afternoon trips.

The use of Edulog would be critical establishing staggered bell times.

The district also should develop a policy that clearly designates who has the authority to set bell times. The policy should emphasize coordination and cooperation between the Transportation Department and individual schools so that the new bell times are beneficial to all.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent establishes a committee made up of the	June 1999
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	Transportation director and representatives of the school principals to determine bell times and a policy for delegating the authority to set bell times.	
2.	The Transportation director uses Edulog to develop a staggered bell schedule.	July 1999
3.	The Transportation director reviews the suggested bell times with the committee.	August 1999
4.	The committee agrees to stagger bell times and forwards the recommendation to the district superintendent.	September 1999
5.	The superintendent forwards the recommendation to the district board.	September 1999
6.	The board adopts the recommendation.	October 1999
7.	The Transportation director sends notices of the new bell times to parents.	May 2000
8.	The new bell times become effective.	August 2000

FISCAL IMPACT

Operating costs would increase because each bus would make four runs a day instead of three, increasing both miles and driver hours. Staggered bell times usually have the opposite effect; however, CISD's schools are clustered together. All of the runs that serve a cluster of schools serve the same general destination and generally are of the same length. Staggered bell times would increase the number of runs to that destination, but it is estimated that fewer driver positions and buses will ultimately be needed.

Until the district determines the bell times and actually loads all routes into the Edulog system, the actual costs or savings cannot be determined.

FINDING

The volume of telephone calls answered by the Transportation Department is large. During the summer and at the beginning of the school year, the department receives many calls from parents about what bus their children will ride. Drivers are present at student orientations to go over routes and answer questions, but the process for notifying parents about route and bus information is not as effective as it could be.

Recommendation 96:

Provide principals bus route and schedule information for distribution to parents and students at the annual student orientations at each school.

Once Edulog is fully implemented, CISD will be able to produce route maps and schedules for each student. The district should provide route maps and schedules to all principals for distribution at student orientation nights when drivers are on hand to talk about routes and answer questions. Written information for parents should reduce the number of parent telephone calls at the beginning of each school year.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Edulog clerk produces maps and schedules for each bus route for each school.	July 1999
2.	The Transportation director gives appropriate maps and schedules to each school's principal.	August 1999
3.	The maps and schedules are handed out at the annual student orientation.	August 1999

FISCAL IMPACT

In 1996-97, 5,581 students rode the bus. Assuming a reproduction cost of seven cents a map for 5,581 students, total costs to produce the maps would be \$391 annually.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Provide principals bus routes and schedule information for distribution.	(\$391)	(\$391)	(\$391)	(\$391)	(\$391)

Chapter 9

TRANSPORTATION

C. FLEET MANAGEMENT

CISD's vehicle mechanics maintain an active fleet of 120 buses, 30 of which are fueled with gasoline; the remainder are fueled with diesel. The fleet has a spare ratio of 16 percent. Twenty new regular education buses were acquired in fall 1998, but were not yet added to the active fleet as of November 1998. Six special education buses were purchased at the same time. The district plans to use most of these new regular and special education buses to replace older buses. The CISD fleet is comparable in age to those of its peer districts (**Exhibits 9-13 and 9-14**).

Exhibit 9-13
CISD and Peer School District Regular Education Bus Fleet Age Distribution
1996-97

	Percentage of Regular Education Bus Fleet in Age Category		
District	1 to 5 Years	5 to 10 Years	10 Years and Older
Leander	65%	12%	23%
Pflugerville	46%	40%	14%
San Marcos	29%	44%	27%
New Braunfels	32%	26%	42%
Judson	20%	11%	69%
North East	43%	19%	38%
Seguin	44%	26%	30%
Peer Average	40%	25%	34%
Comal	38%	41%	21%

Source: TEA School Transportation Route Services Report 1996-97.

Exhibit 9-14
CISD and Peer School District Special Education Bus Fleet Age Distribution
1996-97

	Percentage of Special Education Bus Fleet in Age Category		
District	1 to 5 Years	5 to 10 Years	10 Years and Older
Leander	52%	22%	26%
Pflugerville	75%	25%	0%
San Marcos	25%	63%	12%
New Braunfels	50%	25%	25%
Judson	33%	18%	49%
North East	18%	56%	26%
Seguin	54%	38%	8%
Peer Average	44%	35%	21%
Comal	61%	8%	31%

Source: TEA School Transportation Route Services Report 1996-97.

Each school district is responsible for the cost of its new school buses. Districts may either purchase school buses through the General Services Commission (GSC) under a state contract or acquire buses on their own. For its recent bus purchase, the Transportation Department sent a bid to the GSC specifying buses with Caterpillar engines and a freight liner chassis, desirable features for buses that serve hilly routes. The GSC responses to this bid did not meet these specifications. The department sent out a larger bid and a private contractor was able to meet CISD's specifications at a competitive price. The district paid \$48,017 for each regular education bus and \$46,610 for each special education bus. GSC bids for the regular education buses ranged from \$45,936 to \$51,309, and the special education buses bids ranged from \$47,797 to \$52,291.

CISD's buses are maintained at the main Transportation facility and the Hill Country facility. The two-bay Hill Country facility was opened about a year ago. The Transportation director said this facility has tools adequate for minor repairs, but all major repairs are performed at the main facility under the supervision of the mechanic foreman. The department plans to eventually expand the Hill Country facility into a full shop.

One shop foreman and four mechanics maintain the fleet, and two additional mechanics will be hired. All of the mechanics report to the shop foreman, who is located in the main facility. Two of the mechanics are assigned to the Hill Country facility; in this case, the shop foreman is managing people located 30 miles away.

The mechanics all work the day shift. When the additional mechanics and mechanic's helpers are hired, a second shift will be added. The second shift will focus on preventive maintenance. Due to staff shortages and the unavailability of buses when mechanics are on the job, most preventive maintenance is done during the summer.

FINDING

With one shop foreman and four mechanics, CISD's present ratio of vehicles to mechanics is 24 to one. Once the two new mechanics are added, the Transportation Department will assist the Maintenance and Operations Department in maintaining some of its service vehicle fleet, which is housed at the Transportation Department's main facilities. The service fleet consists of 42 pickup trucks, 11 trailers, and three tractors. When the 26 new buses are added to the fleet, eight old buses are retired, the two new mechanics are hired, and the Transportation Department begins assisting with the maintenance of the service fleet, the ratio of vehicles to mechanics will be 28 to one. Common practice in the transportation industry calls for a ratio of 20 to 30 vehicles per mechanic. Once the new buses and staff are added, CISD will be within this range.

COMMENDATION

The CISD Transportation Department soon will employ an adequate number of mechanics to maintain its fleet.

FINDING

Exhibit 9-15 shows the number of vehicles in CISD's active fleet by model age. The average age of CISD's regular buses is about eight years, while the average special education bus is nine years old.

**Exhibit 9-15
Active Fleet Inventory by Model Year**

Year	Regular	Special Education
1975	3	0
1976	0	3
1977	0	0
1978	0	1
1979	5	0
1980	0	0

1981	5	0
1982	0	0
1983	2	0
1984	3	1
1985	5	0
1986	0	0
1987	8	2
1988	0	0
1989	10	0
1990	20	0
1991	0	1
1992	0	0
1993	0	0
1994	0	0
1995	16	4
1996	17	2
1997	10	2
Total Fleet	104	16
Average Age in Years	8.6	9

Source: CISD September 1997 Fleet Inventory List; 20 buses received in fall 1998 not included in analysis.

In 1996, CISD adopted a vehicle replacement plan that is designed to replace buses every 11 to 15 years through the year 2011. For each year in the replacement plan, 10 regular education buses and two or three special education buses are purchased. Six regular education buses are retired each year, with more buses retired in the initial years of the plan to phase out buses already more than 15 years old. For special education buses, two vehicles are retired in each of the first two years of the plan, and one bus is retired the next year. After the five special education buses are retired, the oldest special education bus will be only five years old.

School buses typically have a useful life between 10 and 15 years. TEA recommends a 10-year depreciation cycle, and most districts adopt a 10- to

12-year life cycle for their buses. With an aggressive maintenance program, however, buses can last at least 15 years. CISD's buses are well-maintained, so the 11- to 15-year replacement cycle the district has adopted seems appropriate.

COMMENDATION

CISD has adopted a plan to replace its buses every 11 to 15 years.

FINDING

School buses typically have useful lives of between 10 and 15 years, with well-maintained buses lasting longer. The CISD procurement plan anticipates retiring buses when they are 11 to 15 years old. Because CISD's bus procurement plan is based on age and anticipates keeping buses for up to 15 years, it will be important to ensure that the buses wear evenly. The average CISD regular education bus accumulates 16,645 miles annually, while the average special education bus accumulates 14,925 miles annually.

Some districts develop mileage targets for regular and special education buses as a tool to assign buses so that mileage can be accumulated evenly among buses. Others rotate buses, using mileage targets to identify which route combinations most evenly accrue mileage. CISD rotates its buses every year between urban and rural routes and based on driver seniority, but does not use mileage targets to assign its buses to routes. This can result in uneven use of the buses and uneven accumulations of mileage.

Recommendation 97:

Assign buses to routes based on mileage targets to accumulate miles in the fleet more evenly.

CISD should develop mileage targets and use them to assign buses to routes. Allowing for a 25-percent variance from the average maximum, mileage targets should be 20,806 for regular education buses and 18,656 for special education buses. These targets should be adjusted each year to account for changes in total annual mileage or the number of buses.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Transportation director adopts maximum mileage targets for regular and special education buses.	June 1999
2.	The Transportation director develops a plan for rotating buses each year to meet targets.	July 1999

3.	The Transportation director adjusts targets to account for changes in total annual mileage or the number of buses.	Annually
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FISCAL IMPACT

Even accumulation of mileage on buses would not have a direct fiscal impact, but would complement the replacement plan by ensuring that more buses reach their anticipated life expectancy.

Chapter 9

TRANSPORTATION

D. MANAGEMENT POLICIES

FINDING

Thirty-eight drivers, or more than one-third of all of the district's drivers, take their buses home each day. The practice of allowing drivers to take buses home has been in effect for many years. The main facility of the department is not located near the start of many routes, so allowing drivers to take buses home may have produced savings in deadhead miles driven to and from a route. However, a new auxiliary facility that is centrally located to most of the rural routes opened last year. Sixty-two buses are assigned to the new facility. The facility has parking for only 35 to 40 buses.

Allowing drivers to take buses home causes several management problems. First, when a driver who takes his or her bus home is absent, the bus is not available for a substitute driver to use. CISD has few spare buses available for use by substitute drivers.

Also, if a bus is parked at a driver's home, it is not available at night or during midday to be serviced. Currently, if a home-storage bus needs maintenance, the driver switches out and uses another bus to go home. Now that the Transportation Department is starting a second shift for preventive maintenance, the mechanics will need to have the buses available.

Finally, these drivers keep track of and report their own hours. They are paid from the time they leave their houses to the time they return. Allowing a third of the drivers to track their own hours while the other two-thirds do not have this privilege seems inequitable; moreover, it leaves the district open to fraudulent claims for hours worked.

Recommendation 98:

Systematically discontinue the practice of allowing school bus drivers to take buses home during the middle of the day and after work.

CISD should adopt a clear, written policy on when school bus drivers may take buses home. Few exceptions should be made to this general policy.

Additional parking eventually may be needed at the Hill Country facility if drivers no longer take their buses home. Parking is available for about 35 to 40 of the 62 buses assigned to that facility.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Transportation director drafts a policy that clearly states exceptions and presents it to the board for approval.	June 1999
2.	The Transportation director distributes the policy to drivers and makes route adjustments as needed to reflect buses parked in lots as opposed to being kept at home.	June 1999
3.	The Transportation director develops specifications for parking lot expansion.	June 1999
4.	The board solicits bids for expanding the parking lot.	July 1999
5.	The board awards a contract for the parking lot expansion.	August 1999
6.	Contractor begins work on parking lot.	September 1999

FISCAL IMPACT

Not allowing drivers to take buses home will require building additional parking at the Hill Country facility. Sixty-two buses are assigned to that facility, and the facility has parking for up to 40 buses. Twenty-two parking spaces must be added to the lot to accommodate the buses that are taken home by drivers.

Assuming a bus that is 35 feet long and 8 feet wide needs a parking space that is 40 feet long and 12 feet wide, each bus will need 480 square feet of parking, plus 40 percent additional space so buses can maneuver in the lot. For 22 buses, 14,784 feet of additional parking are needed. Basic grading and paving with gravel costs about 66 cents per square foot, for a one-time cost of \$9,757.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Systematically discontinue the practice of allowing school bus drivers to take buses home during the middle of the day and after work.	(\$9,757)	\$0	\$0	\$0	\$0

FINDING

In a CISD survey of parents, 37 percent thought the buses were unsafe, 33 percent felt the buses were inconvenient, and 49 percent felt trips to school take too long. Despite such feedback, however, the department has no formal performance monitoring program to measure the extent of its customer service problems. Without such a program, it will be difficult to measure how much TSPR's recommendations improve service quality.

Many public transit systems and private fleet managers use performance measures to determine the level of training employees need; decide promotions and incentive rewards; enhance preventive maintenance programs to reduce repeat failures, road calls, and unscheduled maintenance; improve employee and customer satisfaction; and cut costs.

The only key performance indicator tracked by CISD's Transportation Department is the number of accidents, which is very low. The department has a vehicle maintenance information system called Maintenance Dossier, but does not fully use it as a management tool because the department lacks terminals on the shop floor and help to enter data on the system. The Transportation director said the program is capable of tracking the cost to operate each bus each year.

Recommendation 99:

Develop key indicators to measure and monitor the performance of regular and special education transportation.

The district has supplied enough information to develop some performance indicators for the Transportation Department. **Exhibit 9-16** lists the performance measures recommended by TSPR. These indicators were selected to measure the most important aspects of service and to track specific areas that have been identified in TSPR's findings as areas of concern. Targets have been selected based on levels that should be achievable in light of available information and the experience of other school districts and fleet operators. Once the CISD experience is measured, the targets may need to be adjusted.

**Exhibit 9-16
Recommended CISD Performance Measures**

Performance Indicator	CISD 1996-97 Actual	Target
Safety		
Accidents per 100,000 miles - Regular	.3*	.27
Accidents per 100,000 miles - Special	.4*	.36
Buses exceeding target mileage - Regular	Not available	

Buses exceeding target mileage - Special	Not available	
Cost-Efficiency		
Operations cost per mile - Regular	\$1.08**	\$.98
Operations cost per mile - Special	\$1.69**	\$1.52
Cost-Effectiveness		
Operation cost per rider - Regular	\$1.86**	\$1.67
Operation cost per rider - Special	\$23.70*	\$21.3
Service Effectiveness		
Route riders per mile - Regular	0.6	.7
Route riders per mile - Special	0.1	.1
Service Quality		
On-time performance	Not available	95%
Average trip time per rider	Not available	45 minutes
Complaints per 100,000 miles - Regular	Not available	2
Complaints per 100,000 miles - Special	Not available	5
Maintenance Performance		
Miles between road calls	Not available	9,500
Percent preventive maintenance completed on time	Not available	95%

* Number of accidents from 1997-98 school year. Miles are from TEA Transportation Operation Report, 1996-97.

** Operation costs from 1998-99 budget to reflect the addition of 10 new positions in the department. Source: Actual figures from CISD Transportation Department; target figures from peer districts or a 10-percent improvement compared with performance.

Each semester, the Transportation director should examine these indicators and use them to evaluate management practices. All Transportation personnel should be informed about these standards and measures, the targets to be achieved, and progress toward them. Achievements in improved performance should be rewarded with appropriate employee incentives. A performance-based management program should allow the Transportation Department to demonstrate and quantify its successes.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Transportation director adopts key indicators to assess the department's performance; the indicators and targets are distributed to the Transportation staff.	June 1999
2.	The Transportation director monitors the performance indicators and disseminates the results to all Transportation personnel.	Monthly
3.	The Transportation director annually adjusts performance targets to reflect experience.	September 1999

FISCAL IMPACT

These performance indicators could be established and monitored with existing resources. The specific fiscal impact from improved cost-effectiveness and efficiency are included in the fiscal impact estimates of other recommendations in this chapter.

FINDING

Transportation Department personnel told TSPR that discipline on buses, both regular and special education, is a problem. Many of the parent complaints the department receives involve disciplinary issues, and parents listed discipline on buses as an issue during TSPR's focus groups. The Transportation Department believes that the student discipline problem is one of the factors making driver recruitment difficult.

The Transportation Department has several devices intended to help maintain discipline on buses. Either a camera or a black box (empty camera box) is installed on every bus, and parents may volunteer to act as monitors on buses. When an incident occurs, drivers fill out an incident report. For a student's first offense, the Transportation Department handles the incident. For subsequent offenses, recurring problems, or major infractions, the school handles the incident. Drivers can suspend a student from the bus for one day, although school principals respond to any infractions requiring a longer suspension or permanent removal from the bus.

Several district teachers also work as bus drivers, and the Transportation director noted these drivers tend to have fewer problems with discipline on their routes, possibly because they have more experience working with students than other drivers.

The Transportation Department provides all of its new drivers 39 hours of training, four of which are dedicated to student management training. Special education drivers receive an additional four hours of student management training focused on special education students. The Transportation Department does not, however, retrain its drivers annually.

Most of CISD's peer districts provide drivers training on student management, communication, and child development. Transportation directors at the peer districts credit this training with minimizing disciplinary problems on the buses. San Marcos Consolidated School District (SMCSD) implemented a new approach in January 1998 that trains both drivers and students. Drivers receive 20 hours of training a year that includes understanding student backgrounds and attitudes. The district uses professionals within the district, sociology experts recommended by TEA, and video training modules to conduct this training. The fact that CISD's teacher/drivers have fewer disciplinary problems on their routes underlines the fact that student management training can have a positive effect on bus discipline.

SMCSD student training is conducted twice a year and impresses upon students the effect that bad behavior can have on safety. Students participate in role-playing games in small groups; these exercises teach lessons such as demonstrating how distracting loud noises can be to the bus driver.

The SMCSD training program has caused a significant drop in reported discipline problems. In October 1997, 124 incidents were reported. The report for October 1998 listed 86 total reports, a 30-percent decrease from the previous year.

Recommendation 100:

Provide annual student management training for bus drivers and bus safety training for students.

An annual student management training program should be implemented with guidance and advice from SMCSD. The two districts share many characteristics that SMCSD took into consideration when planning its program. For example, both districts have students from both urban and rural areas and from varied economic backgrounds.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Transportation director works with district counselors and other district professionals to develop an annual student management training program for bus drivers and a bus safety program for students; these tasks should include designing a curriculum and arranging for trainers or guest speakers.	June 1999
2.	The Transportation Department conducts student management training classes for drivers, monitors, and substitute drivers each semester.	September 1999

3.	The Transportation Department conducts bus safety training for all students that ride the bus each semester.	September 1999
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FISCAL IMPACT

CISD has 99 regular drivers, two substitute drivers, and two bus monitors. Each of these employees should receive a day of student management training each semester, for a total of 16 hours a year of training per employee. At an average hourly wage of \$8.89 plus benefits, the training will cost \$17,124. In SMCS D, student training costs \$6,500 for 2,966 students riding the bus. This includes the cost of outside trainers, training videos, and related costs. At the same rate, student training would cost CISD \$12,283 for 5,609 students riding the bus. This cost includes student training, outside speakers, videos, and other expenses. In all, the training programs would cost CISD an estimated \$29,407 a year.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Provide annual student management training for bus drivers and bus safety training for students.	(\$29,407)	(\$29,407)	(\$29,407)	(\$29,407)	(\$29,407)

FINDING

Some of the drivers employed by CISD also are employed as law enforcement officers. The Transportation director told TSPR that one such driver once carried a holstered firearm on his bus because he started duty as a county constable after completing his bus route. The Transportation director told the driver and all other law enforcement officers hired as drivers that no firearms are permitted on the bus; however, the district has no written policy addressing firearms on buses.

Recommendation 101:

Develop a written policy banning all firearms on school buses.

All drivers, including those who are also law enforcement officers, should clearly understand that no firearms are allowed on the bus. The written policy also would ensure that drivers understand that no exceptions to the rule will be made for law enforcement officers or for those licensed to carry a concealed handgun.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Transportation director develops a written policy banning firearms from all buses.	June 1999
2.	The Transportation Department makes all existing drivers and subsequent new hires aware of the policy.	August 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

Consortiums or cooperatives allow districts to combine their resources to operate more effectively and efficiently. A cooperative can be for purposes as simple as purchasing fuel and parts, or as complex as joint operation of an entire department.

The Bowie County Transportation cooperative provides bus service for 13 districts in Bowie County through an interlocal agreement with each district under provisions of Chapter 791 of the Texas Code. Superintendents for each of the districts sit on the cooperative management's board, which establishes policy and operational procedures for the cooperative. The cost-per-mile achieved by the cooperative is far lower than state averages.

New Braunfels ISD is a separate district contained within the boundaries of CISD. Some of the elements needed to make a transportation consortium work are present in NBISD and CISD because of the unique geography of these two districts.

Recommendation 102:

Explore forming a transportation consortium with New Braunfels ISD.

Not only should CISD explore the joint operation of transportation, with NBISD but the two districts should look at overlapping and adjacent routes that might be better handled through a route-sharing agreement.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent contacts the NBISD superintendent and sets up a meeting to discuss the possibility of forming a transportation	June 1999
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	consortium.	
2.	A working committee of the CISD and NBISD Transportation directors explores the possibility further.	August 1999
3.	A formal presentation of the study results are produced and presented to the CISD and NBISD boards.	October 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources. Over the long term, participating districts could improve services and reduce overall costs.

Chapter 10

FOOD SERVICE

This chapter examines CISD's food service functions in three sections:

- A. Operations
- B. Organization
- C. Meal Participation

Four factors are critical to the success of any food service operation. ; First, the department must provide nutritionally balanced meals to children in a timely manner. Second;, it must operate cost-effectively. Third;, it must maintain a safe, sanitary environment in its kitchens and cafeterias. Finally,; and it must comply with applicable federal and state regulations.

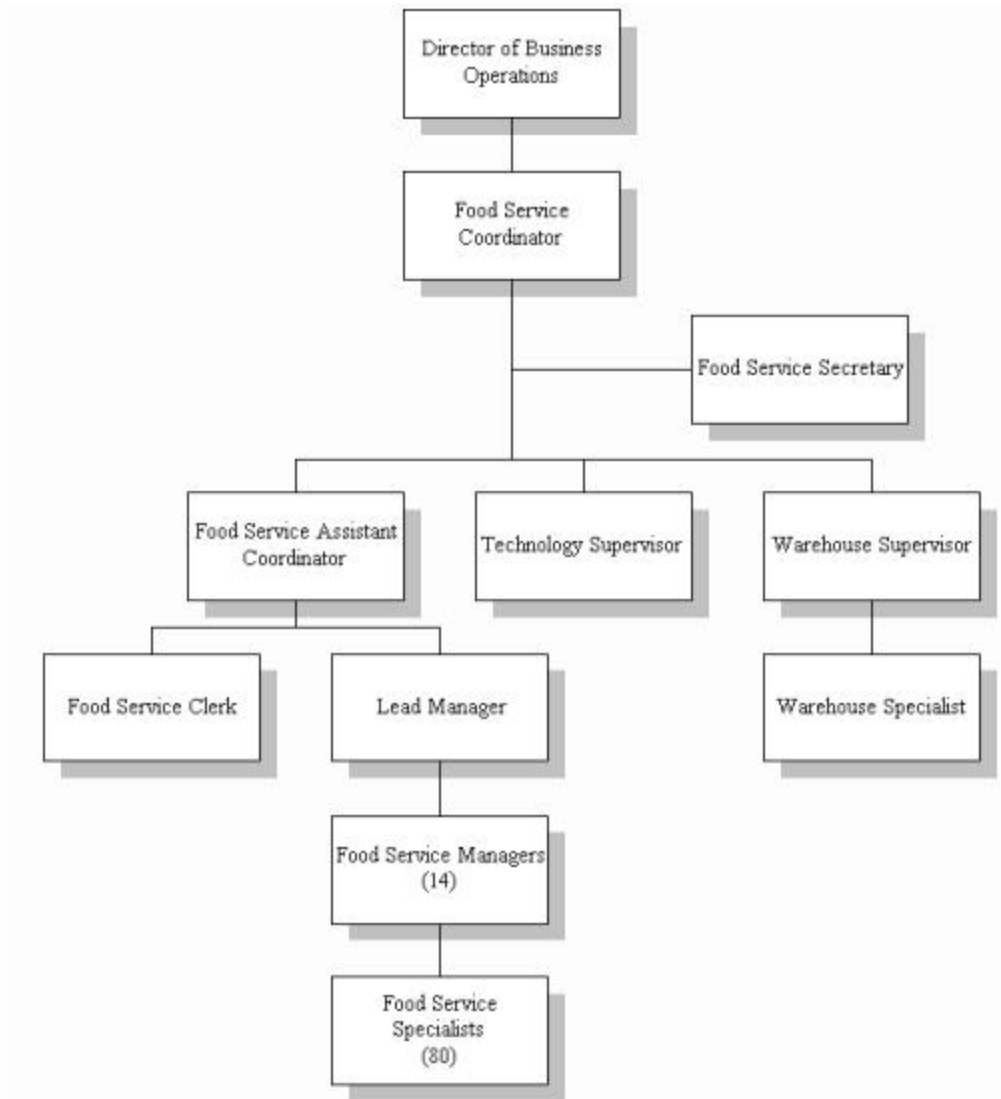
In general, TSPR found the CISD Food Service Department to be extremely effective and well-organized. The department is exemplary in its reports and information-tracking, and monitors its costs closely.

A. OPERATIONS

CISD has 14 kitchens located in schools throughout the district. Most schools have their own kitchens; two (Mountain Valley Elementary and Mountain Valley Intermediate) share a kitchen.

CISD's Food Service Department is headed by a coordinator who manages district food service operations and reports to the director of Business Operations. In addition to the coordinator, the department has seven support employees headquartered in the central office: an assistant food service coordinator, a technology supervisor, a lead manager, a secretary, a clerk, a warehouse supervisor, and a warehouse specialist. Each kitchen is supervised by a manager; nine schools also have assistant managers. In all, Food Service has 101 full- and part-time employees. **Exhibit 10-1** depicts the department's organizational structure.

**Exhibit 10-1
Food Service Department Organization**



Source: CISD Food Service.

Exhibit 10-2 displays the major job duties of Food Service Department administrators and managers.

**Exhibit 10-2
Food Service Position Duties**

Position	Duties
Food Service coordinator	<ul style="list-style-type: none"> • Oversees all aspects of department operations • Develops and monitors budget • Optimizes use of personnel at all schools

	<ul style="list-style-type: none"> • Plans new facilities
Food Service assistant coordinator	<ul style="list-style-type: none"> • Monitors and distributes commodities • Provides training to employees • Manages catering program • Oversees hiring of food service specialists • Leads menu development effort • Conducts on-site reviews
Technology supervisor	<ul style="list-style-type: none"> • Troubleshoots hardware and software problems • Trains employees • Prepares end-of-month reports • Conducts on-site reviews • Assists with inventory • Prepares quarterly newsletter for employees
Lead manager	<ul style="list-style-type: none"> • Processes timesheets for all kitchens • Generates and posts work orders • Fills in for managers as needed • Creates production records • Monitors injuries/accidents and plans training • Conducts on-site reviews
Food Service secretary	<ul style="list-style-type: none"> • Provide secretarial support to the department • Processes and verifies National School Lunch Program meal applications • Manages uniform bids
Food Service clerk	<ul style="list-style-type: none"> • Enters and reconciles invoices • Orders equipment, small cafeteria items, office supplies • Assists with catering • Prepares bills for after school daycare program snacks and drinks • Monitors bounced checks • Prepares end-of-month reports

Warehouse supervisor	<ul style="list-style-type: none"> • Oversees bid process • Orders food from vendors • Stocks paper, plastics, and spices and distributes to kitchens • Conducts equipment inventory • Coordinates shipments • Serves as liaison between vendors and food service managers
Food Service manager	<ul style="list-style-type: none"> • Plans and directs food preparation according to menus • Submits weekly grocery orders and verifies receipt of orders • Plans employee work schedules • Assures proper food temperatures are maintained at all times • Trains employees in safety procedures • Maintains production sheets and perpetual inventories • Verifies daily deposits

Source: CISD job descriptions; Interviews with Food Service personnel.

Food Service revenues in 1997-98 totaled \$2,451,198. Cash sales accounted for the largest portion of this amount followed by federal reimbursements (**Exhibit 10-3**).

Exhibit 10-3
CISD Food Service Revenues
1997-98 School Year

Revenue Source	Total
Total cash sales	\$1,411,745
USDA donated commodities	110,708
State reimbursement	30,926
Federal reimbursement	872,986
Interest income	24,833
Total Revenues	\$2,451,198

Source: CISD Food Service.

Food Service's budgeted expenditures in 1997-98 were \$2,502,207, a 44 percent increase since 1994-95 (**Exhibit 10-4**). Most of the dollar increase occurred in the areas of labor and food, primarily due to new schools.

Exhibit 10-4
CISD Food Service Expenditures
 1994-95 through 1997-98 School Years

	1994-95	1995-96	1996-97	1997-98	Percent increase
Labor	\$769,173	\$835,896	\$1,029,381	\$1,166,322	52%
Food	796,179	760,863	898,983	1,056,539	33%
Paper	93,648	90,709	97,428	122,555	31%
Miscellaneous	37,198	68,095	77,213	100,235	169%
Equipment	40,576	32,093	32,315	38,556	-5%
Indirect Overhead			11,981	18,000	50%
Total	\$1,736,774	\$1,787,656	\$2,147,301	\$2,502,207	44%

Source: CISD Food Service.

The district uses a combination of prepared foods and scratch cooking in its kitchens, with about 32 percent of its breakfast and lunch entrees and 57 percent of baked items prepared from scratch (**Exhibit 10-5**).

Exhibit 10-5
Scratch Items

Entrees	Baked Goods
Breakfast Tacos	Biscuits
Cheese Enchiladas	Cinnamon Rolls
Cheese Toast	Cornbread
Cheeseburger Pockets	Hot Rolls
Chicken Pot Pie	
Cinnamon Toast	
Egg Muffins	

Hamburger Salad	
Hot Cereal	
King Ranch Casserole	
Lasagna	
Pancakes	
Quesadillas	
Spaghetti with Meat Sauce	
Taco Salad	
Texas Toast	
Toasted Ham and Cheese Sandwich	
Tossed Salad	

Source: CISD Food Service.

All commodities are obtained through contracts with private vendors.

The district participates in federally funded U.S. Department of Agriculture (USDA) programs including the National School Lunch Program, the School Breakfast Program, and the Donated Commodities program. Like all school food service in Texas, CISD must comply with federal USDA and U.S. Department of Education regulations, Texas Education Agency (TEA) regulations, and state and local health codes.

Lunch prices have risen by 67 percent for elementary students and 84 percent for secondary students since 1984 (**Exhibit 10-6**). This is consistent with patterns in other districts in Texas and across the country.

**Exhibit 10-6
CISD Lunch Prices
1984 and 1998 School Years**

Meal Type	1984	1998
Elementary paid	\$0.90	\$1.50
Elementary reduced	.40	.40
Secondary paid	.95	1.75
Secondary reduced	.40	.40
Adults	N/A	2.00

Source: CISD Food Service.

CISD Food Service made a net profit in all of the last five years (**Exhibit 10-7**).

Exhibit 10-7
Net Profit or Loss by School
1993 through 1998 School Years

	1993-94	1994-95	1995-96	1996-97	1997-98
Smithson Valley High School	\$20,934	\$27,531	\$62,045	\$66,022	\$59,546
Canyon High School	(5,126)	926	(423)	700	14,217
Smithson Valley Middle School	5,303	26,713	45,995	41,484	(16,064)
Canyon Middle School	(3,077)	3,686	4,880	(12,805)	12,891
Spring Branch Middle School	0	0	0	0	(13,747)
Arlon Seay High School	0	0	0	(5,247)	(11,887)
Canyon High School	0	0	0	(1,443)	13,817
Mountain Valley Elementary School	29,860	36,270	52,301	45,186	22,818
Bill Brown Elementary School	29,746	28,614	44,174	26,090	22,088
Frazier Elementary School	(1,496)	15,505	12,845	258	5,802
Comal Elementary School	5,386	(6,054)	(3,561)	(14,013)	(14,185)
Bulverde Elementary School	(8,737)	(12,400)	7,223	(24,086)	(17,513)
Rahe Primary School	6,461	(4,421)	18,750	5,173	(10,189)
Goodwin Primary School	5,374	(12,048)	(11,150)	(11,913)	6,008
Total	\$84,628	\$104,322	\$233,079	\$115,406	\$73,602

Source: CISD Food Service Profit/Loss Statement.

FINDING

CISD Food Service has negotiated single-source contracts with Coca-Cola and a local vendor, Citywide Vending, for vending machines. The Food

Service Department received 5 percent of the proceeds in fiscal 1998 and will receive 10 percent of the proceeds each subsequent year over the length of the contract. In fiscal 1998, this arrangement earned the district \$4,537. **Exhibit 10-8** displays the revenue from soda and snack machines by school for the last four years.

Exhibit 10-8
Soda and Snack Vending Machine Income
1994 through 1998 School Years

Location	1994-95	1995-96	1996-97	1997-98
Canyon High School	\$17,633	\$20,540	\$22,635	\$18,563
Smithson Valley High School	38,020	39,418	38,651	33,678
Canyon Middle School	7,400	8,497	6,269	8,895
Smithson Valley Middle School	5,036	4,525	5,890	5,200
Spring Branch Middle School				626
Arlon Seay High School			567	1,417
Canyon High School			308	1,138
Mountain Valley High School		3,508	885	1,785
Bill Brown Elementary School	2,730	3,651	3,252	2,878
Bulverde Elementary School	1,385	1,597	1,704	1,647
Comal Elementary School	2,366	1,913	1,679	1,357
Frazier Elementary School	1,597	1,927	1,775	1,470
Mountain Valley Elementary School		2,176	2,696	2,106
Goodwin Primary School	1,106	1,138	1,339	1,314
Rahe Primary School	1,763	1,999	2,293	1,769
Comal Learning Institute		808	1,583	1,711
Central Office	1,213	1,128	1,138	1,323
Maintenance	367	456	617	771
Transportation	279	391	466	745
Food Service	4,439	4,825	5,041	4,666
Total	\$85,334	\$98,497	\$98,788	\$93,059

Source: CISD Food Service.

CISD received a bonus of \$15,000 from Citywide Vending for signing an exclusive contract for the provision of snacks, and \$650,000 from Coca-Cola at the beginning of an exclusive contract for soda machines. The incentive from Coca-Cola is being paid over ten years and goes into the district's general fund. According to the contract with Coca-Cola, these funds may be used to benefit the district and/or the student body as the district deems appropriate.

Food Service also maintains control over the vending machines. State and federal guidelines specifically state that school food authorities shall prohibit the sale of foods of minimal nutritional value in the food service areas during lunch periods. Furthermore, because CISD participates in the National School Lunch Program, the district must ensure that all food and drinks sold in cafeterias, including those sold from vending machines, meet federal guidelines for fat, sodium, and sugar content. By controlling its contracts with vending machine suppliers, the Food Service Department can ensure that vending machines meet requirements both for placement and content.

COMMENDATION

CISD Food Service has negotiated single-source contracts for its vending machines which yield more revenue than if the district had separate contracts.

FINDING

Food Service develops a menu once each year. The food is served on a four-week, rotating cycle, which ensures variety. The menu schedule helps Food Service in planning for ordering and production.

The menu is printed on colorful card stock with attractive patterns, and wallet-sized versions are printed for middle and high-school students. The district saves on printing costs by participating in a cooperative with several other districts to share the costs of the shell design and printing. The cooperative meets each year in December to agree on a theme for the following year's menu shell; this activity is generally done in coordination with the Texas School Food Service Association's theme for the upcoming year. For the 1998-99 menu, artwork was provided by TEA at no cost. The shell is approved by the co-op members, and a printer prints the number of shells projected by participating districts. Each district is then responsible for arranging the printing of the contents of their menu on the shell. **Exhibit 10-9** displays the cost to the district of developing the 1998-99 menu.

Exhibit 10-9
Cost to CISD of Developing 1998-99 Menu

Component	Cost
Artwork/Graphic design	\$0
Print menu shells	\$1,493
Typesetting, blueline proof, two-sided printing, cut and fold, shrink-wrap, packaging	\$1,414
Distribution	\$0
Total	\$2,907

Source: CISD Food Service.

Quotes from an Austin-based graphics and printing company indicate that the total cost of producing a similar document would be \$3,713 if CISD were to have it designed and produced commercially in the quantities needed only for the district (**Exhibit 10-10**).

Exhibit 10-10
Estimate of Cost to Print Menus Commercially

Component	Cost
Artwork/Graphic design (4.5 hours at \$150 an hour; laser print, paper)	\$710
Print 7,000 large (11 x 16) menus (including 2-sided, 4-color process, score and fold, blueline and chromalin proofs, and box)	\$1,902
Print 5,000 small (11 x 4.5) menus (including 2-sided, 4-color process, score and fold, blueline and chromalin proofs, and box)	\$1,051
Delivery	\$50
Total	\$3,713

Sources: TKO; Aus-Tex Printing; Stealth Express.

If Food Service developed a new menu every four weeks and distributed it on plain white paper, the annual cost of printing (at three cents a page) would be \$3,240.

COMMENDATION

The district produces attractive menus once each year for all district schools in a cost-effective manner.

FINDING

Food Service prepares operating and financial reports on a variety of management issues, including:

- Profit and loss: overall and by individual school
- Inventory reports
- Meals per labor hour
- Accident statistics
- Budget code comparisons
- Daily deposits for same week by year
- NSF (bounced) check report
- Reimbursement claim report and spreadsheet

Some of these reports are available directly from the district's point of sale system, PCS. Others are based on information downloaded from PCS and manipulated using Excel.

On a monthly basis, or more often if appropriate, the Food Service coordinator analyzes these reports and identifies trends. Following her analysis, the coordinator provides the reports to the director of Business Operations and discusses any problems and concerns with the director. The coordinator also shares the information with the supervisors and managers of individual school kitchens, when appropriate, to enlist their help in identifying the root causes of downward trends and developing ideas to improve performance and increase efficiency.

By producing and analyzing these reports on a regular basis, the Food Service coordinator ensures that problems are identified and addressed in a timely manner. The coordinator monitors how well each school is performing, which can help in planning and budgeting for future months and the next school year.

COMMENDATION

The Food Service Department carefully tracks financial and performance data and uses them to address problems and recognize achievements promptly.

FINDING

CISD does not require families who are precertified for the federal free and reduced-price meal program to complete an application, instead relying on precertification provided by the Texas Department of Human Services for the state's welfare program. This practice ensures that the children of families who receive TANF benefits also receive free or

reduced-price meals, while saving time for both the Food Service Department and families.

The process for entering applications into the Food Service computer system takes the Food Service secretary about two minutes per application. The procedure for processing an application is shown in **Exhibit 10-11**.

Exhibit 10-11
Free and Reduced-Price Meal Application Processing

Step	Process
1	Applications are received in Food Service Department through interoffice mail or are hand-delivered by parents to Food Service secretary.
2	The Food Service secretary checks to ensure the application has been properly completed. If it has not been completed properly, it is returned to the appropriate campus through interoffice mail.
3	The completed application is date-stamped.
4	The Food Service secretary enters the name of the signer into the computer, along with his or her Social Security number, address, food-stamp number, salary, and other income information.
5	If the application has not been signed, a record is held in the database and the application is returned to the appropriate campus.
6	All children who are to be included on the application are assigned from a "look-up" table within the database.
7	The computer system assigns a household number to the application. This number will be assigned to the household for as long as its children are in the district.
8	The Food Service secretary records the household number on the top of the application.
9	The computer system computes the household's eligibility for free or reduced-price meals.
10	The computer system generates a letter to the family informing them of the result of their application.
11	The Food Service secretary mails the letter to the family.
12	The computer system generates an automatic update to the database. This is automatically e-mailed to the campuses overnight.

Source: CISD Food Service interviews.

TSPR estimates that completing the application for free and reduced-price meals would take the average person at least 20 minutes, including gathering all income statements from all household members and calculating monthly income. While this amount of time may not sound like a lot, it could be enough time to discourage some individuals from completing it. Precertification ensures that children from many of the district's neediest families receive nutritionally balanced meals each day.

COMMENDATION

The district takes advantage of Texas Department of Human Services' precertification for the free and reduced-price meal program for families receiving welfare benefits.

FINDING

CISD's meals per labor hour (MPLH) level is lower than would be expected in all but three of the district's 14 kitchens. Meals per labor hour is a standard measure used to gauge the productivity of food service operations, not only in school districts but also in the restaurant and hospital food service industries. MPLH is calculated by dividing the total meal equivalents served in a month by the total hours worked in that month. Total meal equivalents served include lunches plus an equivalent number of breakfasts and cash sales. For school food service, it is generally accepted in the industry that two breakfasts equal one lunch in terms of cost, and that \$2 in a la carte sales is equivalent to one lunch. **Exhibit 10-12** displays the MPLH for each CISD kitchen.

Exhibit 10-12
CISD Meals per Labor Hour
September 1998

	Days in Operation	Total Meals Served	Total Hours Worked	MPLH	CISD's Reported MPLH*	Recommended MPLH**
Smithson Valley High School	20	23,679	1,561	15.2	16	18
Canyon High School	20	20,710	1,352	15.3	16	18
Smithson Valley Middle School	20	8,560	901	9.5	10	14

Spring Branch Middle School	20	9,396	855	11.0	12	14
Canyon Middle School	20	12,223	867	14.1	15	15
Arlon Seay Intermediate School	20	9,216	778	11.8	12	14
Canyon Intermediate School	20	11,361	845	13.4	14	15
Bill Brown Elementary School	20	13,008	945	13.8	14	16
Bulverde Elementary School	20	5,361	360	14.9	15	12
Mountain Valley Elementary School	20	16,050	1,134	14.2	14	17
Comal Elementary School	20	7,721	560	13.8	14	14
Frazier Elementary School	20	9,728	754	12.9	13	14
Rahe Primary School	20	8,367	704	11.9	12	14
Goodwin Primary School	20	7,262	480	15.1	15	14

** MPLH reported by CISD according to a meal equivalency calculation of 2 breakfasts = 1 lunch; \$1.75 a la carte sales = 1 lunch (secondary)*

*schools); \$1.50 a la carte sales = 1 lunch (elementary schools)
 ** According to Pannell, School Food Service Management, based on
 volume of meals prepared each day.*

As noted in the exhibit, the district's MPLH calculations differ from TSPR's; this is because the district uses an equivalency rate of \$1.75 in a la carte sales to one lunch at the secondary level, and \$1.50 in a la carte sales to one lunch at the elementary level. Even using the district's MPLH calculations, however, only four schools achieve the recommended MPLH. By the district's calculations, then, ten of the kitchens are overstaffed for the number of meals being served; TSPR puts the number at 12.

Exhibit 10-13 displays the staffing pattern for each kitchen.

**Exhibit 10-13
 CISD Kitchen Staffing Pattern
 1998-99 School Year**

School	Full-time Employees	Part-time Employees
Canyon High School	9	1
Smithson Valley High School	13	1
Canyon Middle School	6	
Smithson Valley Middle School	6	
Spring Branch Middle School	6	
Arlon Seay Intermediate School	5	1
Canyon Intermediate School	6	
Mountain Valley School	7	1
Bill Brown Elementary School	6	1
Bulverde Elementary School	3	
Comal Elementary School	4	
Frazier Elementary School	6	
Goodwin Primary School	4	1
Rahe Primary School	5	
Totals		6

Source: CISD Food Service.

Recommendation 103:

Reduce staffing in the kitchens to bring meal equivalents per labor hour in line with industry standards.

Methods of improving MPLH include increasing participation (the number of meals served) without increasing hours worked, and using convenience foods like commercially made bread rather than preparing food from scratch (reducing the number of hours required for preparation each day).

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Food Service coordinator considers methods for improving the meals per labor hour rates at each of the schools not in line with industry standards.	June 1999
2.	The Food Service coordinator works with the director of Facilities, the superintendent, and the managers of the kitchens to implement methods for improving the MPLH.	July 1999

FISCAL IMPACT

The fiscal impact of this recommendation is derived by reducing labor hours in each school which is below the recommended MPLH in **Exhibit 1-12** to match labor needs if the schools were performing at the recommended level. For all schools combined, this reduction would total 1,676 hours a month. At a cost of \$6.91 per labor hour, the district would save \$98,440 annually. With benefits of 18.03 percent, the total savings would be \$116,188 annually.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Reduce staffing in the kitchens to bring meal equivalents per labor hour in line with industry standards.	\$116,188	\$116,188	\$116,188	\$116,188	\$116,188

FINDING

CISD Food Service only uses disposable plates, trays, and eating utensils; its kitchens were designed without dishwashers. This reduces the amount of time needed for cleanup. Using disposables creates a great deal of waste, however, and is an environmental concern that presents its own set of issues.

Alief ISD in Houston has instituted an extensive recycling program. It has established a recycling center behind the food service warehouse. A driver collects waste from all of the kitchens daily and delivers it to the recycling center; other departments can call to have waste picked up on an as-needed basis. Among the materials recycled are polystyrene trays, aluminum cans, cardboard boxes, paper, scrap metal, and other cans. Materials are sold to a number of buyers in the Houston area, including Donahue Recycling, which takes all of the paper collected by the district. Alief ISD reports that polystyrene trays are the only items for which a market is difficult to find. Through this program, the district has significantly reduced the amount of waste being taken to a landfill, while making money from the sale of recycled materials.

Alief ISD received a grant of \$98,000 from the Houston-Galveston Area Council to start up its recycling program and broke even at the end of two years. Hayward Unified School District in California estimates that its solid waste costs were reduced 50 percent when it implemented a district-wide recycling program. Mount Baker School District in Washington state estimated that annual garbage fees saved due to recycling costs are close to \$3,000 in 1998-99.

Recommendation 104:

Join or institute a recycling program.

CISD should apply for a grant to establish a recycling program to help defray start-up costs. It may be possible for the district to enter into a shared-service arrangement with New Braunfels ISD or another neighboring district to split the cost of startup and negotiate a better rate for the purchase of recycled products because of the increased volume from more than one district. CISD also should consider instituting cooperative agreements with other community-based organizations.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Food Service coordinator determines the type and amount of solid waste generated by the department.	September 1999
2.	The Food Service coordinator works with neighboring districts and community-based organizations to determine interest in developing or pursuing a grant for a shared recycling program.	October 1999
3.	Based on the research data collected, the Food Service coordinator reports to the director of Business on the feasibility of a food service recycling program for the 2000-01 year.	October 1999
4.	The Food Service recycling program is implemented	August

districtwide.	2000
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FISCAL IMPACT

The cost of a recycling program cannot be determined until the district decides, based on its research, what sort of program would be most beneficial and cost-effective.

Chapter 10

FOOD SERVICE

Four factors are critical to the success of any food service operation. ; First, the department must provide nutritionally balanced meals to children in a timely manner. Second;, it must operate cost-effectively. Third;, it must maintain a safe, sanitary environment in its kitchens and cafeterias. Finally,; and it must comply with applicable federal and state regulations.

In general, TSPR found the CISD Food Service Department to be extremely effective and well-organized. The department is exemplary in its reports and information-tracking, and monitors its costs closely.

B. ORGANIZATION

FINDING

CISD makes limited use of substitutes in its kitchens. If an employee is absent or resigns, the kitchen simply remains short-handed until a new employee can be hired or until a member of the supervisory team can travel to the kitchen to fill in.

As operations are streamlined to bring MPLH in line with recommended levels, providing adequate coverage for absent employees becomes critical. As excess hours are eliminated, the presence of each individual becomes more critical to the kitchen's daily operations.

According to several kitchen managers, it is difficult to find substitutes because "good people have jobs." Many of the people interviewed in Food Service indicated that training people adequately once they are hired also has proven difficult. According to one manager, "We are so desperate for bodies, new hires don't get to go to training and instead are put directly into the kitchens." A substitute employee pool could mitigate this problem and allow new hires to go through formal training before starting work.

Socorro ISD has secured a large pool of substitute food service workers through a contract with a temporary agency. The temporary agency is paid only for the hours its workers are on duty, and the agency is responsible for finding replacements if a temporary worker who has been scheduled for a shift is unable to report for work.

Socorro ISD estimates that it saves more than \$600 annually per half-time worker by using temporary workers instead of part-time employees. Moreover, because the temporary employees are the responsibility of the

temporary agency, the district pays no benefits or employment taxes, and is assured adequate staffing for as long as the contract remains in place.

Recommendation 105:

Develop a pool of qualified food service substitutes.

While such a pool could be developed internally, other districts have found it more efficient to use a temporary agency. By contracting with a temporary agency, the burden of placing workers in kitchens when needed is placed on the agency, and the agency also is responsible for paying employment taxes and benefits, advertising for applicants, and other costs.

While temporary workers typically cannot be assigned to cook or cashier duties, they can be assigned to prepare food and serve.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Food Service coordinator contacts local temporary agencies to obtain bids on a pool of regular temporary food service workers.	July 1999
2.	The Food Service coordinator works with the director of Business Operations and the superintendent to draft a contract with a temporary agency for substitute food service workers.	July 1999
3.	The Board of Trustees approves a contract with a temporary agency for substitute food service workers.	August 1999
4.	The Food Service coordinator works with the temporary agency to ensure that workers identified as substitute food service workers have at least the minimal training in district procedures necessary and that they have access to proper uniforms on the days they are assigned to a school.	August 1999
5.	The Food Service coordinator works with the managers to institute a procedure for determining when substitute workers are needed and arranging for them to come to the appropriate school.	August 1999
6.	The Food Service coordinator and managers inform all employees of the procedures for reporting an absence and obtaining a substitute.	August 1999

FISCAL IMPACT

The fiscal impact of using substitutes cannot be determined because it is impossible to know how many days substitutes will be required to work. TSPR estimates that CISD can negotiate an hourly rate for temporary food service workers at no more than \$7 an hour.

The cost of temporaries could be partially if not fully offset by a savings in the amount of overtime paid to employees. In Fiscal 1998, CISD spent \$12,290 on overtime for Food Service employees.

FINDING

Four kitchens, Bulverde Elementary, Spring Branch, Canyon Intermediate, Frazier Elementary, and Canyon High had commendable absence rates in 1997-98 (less than 4 percent). At Bulverde Elementary School, only one of the three kitchen employees called in sick during the year, for a total of just 1.5 days.

Nevertheless, the overall absentee rate among food service workers in CISD school kitchens is more than 6 percent. At three schools (Arlon Seay Intermediate School, Goodwin Primary School, and Rahe Primary School) this same rate is more than 10 percent at each campus (**Exhibit 10-14**).

**Exhibit 10-14
CISD Food Service Staff Absenteeism
1997-98 School Year**

School	Days Employees Absent	Total Employee Days	% Days Absent
Canyon High School	65	1,762.5	3.7%
Smithson Valley High School	177.5	2,502.5	7.1%
Canyon Middle School	61	1,115	5.5%
Spring Branch Middle School	17.5	1,115	1.6%
Smithson Valley Middle School	84	1,207.5	7.0%
Arlon Seay Intermediate School	110	1,022.5	10.8%
Canyon Intermediate School	20.5	1,115	1.8%
Mountain Valley School	86.5	1,392.5	6.2%
Bill Brown Elementary School	119	1,207.5	9.9%
Bulverde Elementary School	1.5	560	0.3%

Comal Elementary School	59	745	7.9%
Frazier Elementary School	34	1,115	3.0%
Goodwin Primary School	92.5	837.5	11.0%
Rahe Primary School	105.5	930	11.3%
Total	1,033.5	16,627.5	6.1%

Source: CISD Food Service.

While food service employees earn 10 days of leave each year, they can accrue leave hours from year to year with no maximum amount. Most of the employees who were absent more than 10 days, however, took days without pay. Three Food Service employees took more than 70 days off during 1997-98 school year: one was absent for 81 days. Two used the leave provisions of the federal Family Medical Leave Act (FMLA), which protects employees' jobs for up to 60 days of absence for medical reasons of their own or of a member of their immediate families. One of the employees who was absent for a substantial period of time also qualified for and received leave from the district's sick leave bank.

The Food Service coordinator said that Food Service feels its hands are tied about excessive absenteeism. Low unemployment in the area makes it difficult for the coordinator to find new employees if current ones are terminated. In some cases, however, the situation is simply too bad to be ignored.

CISD initiated several actions to control absenteeism among Food Service employees. Since August 1998, kitchen employees have been paid \$25 a day for all unused sick leave during the year. Employees with perfect attendance will be recognized at the end of the year. The Food Service handbook has been updated to highlight district policy about absences and leave. Employees who miss three or more days in a 30-day period are counseled by their supervisor. Finally, Food Service has developed a report to track absenteeism on a weekly basis.

Recommendation 106:

Identify kitchens and individuals with high absentee rates and initiate corrective action.

Employees who abuse leave should be terminated. A substitute pool should help the district obtain not only short-term help to fill in for

employees who are terminated until a replacement can be found, but a pool from which to hire employees who have already received some of the required training.

The district should carefully analyze the success of the incentive program for attendance and should consider providing further incentives. The district should be careful to structure an incentive program so that parents of small children, who often need to be absent because of their children's illnesses, are not discriminated against.

In some cases, the Food Service coordinator may want to consider offering training to the Food Service managers in effective management techniques.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Food Service coordinator works with the managers of schools with low absentee rates to determine what works best for encouraging employees to come to work when scheduled.	July 1999
2.	The Food Service coordinator analyzes the reasons for absences to avoid singling out employees whose reasons for extended leave were in accordance with FMLA.	July 1999
3.	The Food Service coordinator and the appropriate manager counsel employees who have taken extended amounts of leave that does not fall under the provisions of FMLA.	August 1999
4.	The Food Service coordinator works with the managers to terminate employees who abuse leave and to find new candidates for these positions.	On going

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

The salary of the Food Service coordinator is not comparable to those of similar positions in peer districts (**Exhibit 10-15**). The average starting salary among the peer districts with in-house food service operations is \$53,440, almost \$10,000 more than the salary paid to the CISD Food Service coordinator, who has been with the district for five years.

**Exhibit 10-15
Salaries, Job Titles, and Number of Days Worked**

**Head of Food Service
CISD Versus Peer Districts**

District	Job Title	Days Worked	Annual Salary
Comal ISD	Coordinator	226	\$43,653
New Braunfels ISD	Service Outsourced		
San Marcos ISD	Associate Director	226	\$45,390 to \$60,486
Seguin ISD	Service Outsourced		
North East ISD	Director	230	\$65,982 to \$89,281
Judson ISD	Director	226	\$48,947 to \$73,423
Pflugerville ISD	Service Outsourced		
Leander ISD	Service Outsourced		

Source: Interviews with peer districts.

Note also that the heads of the peer districts' food service departments are directors or associate directors. In CISD, the head of Food Service has the title of coordinator, implying less responsibility.

The responsibilities of the position, as outlined in **Exhibit 10-2**, include supervisory responsibility for 100 employees and fiscal responsibility for an annual budget of \$2.5 million and warrant consideration for a change in job title. Several other directors in the district have fewer direct and indirect reports and smaller budgets. TSPR has also found that the effectiveness of this officer improves when the position holds a higher level of importance in the organizational structure.

Recommendation 107:

Reclassify the Food Service coordinator to director.

Along with the change in title would be a change in reporting relationships. The Food Service director would report directly to the superintendent.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent recommends and the board approves a salary increase for the director of Food Service.	August 1999
2.	The director of Human Resource Services and director of Business	August

	Operations reclassify the Food Service coordinator to a director position by amending the position job description and documenting the actual duties performed by the position.	1999
3.	In conjunction with salary adjustments made throughout the district to bring CISD positions in line with the job market, the director of Human Resource Services surveys the market to determine a fair salary for the head of the Food Service Department.	August 1999
4.	The director of Human Resource Services provides the superintendent and board with a summary of the survey findings.	August 1999

FISCAL IMPACT

Bringing the salary of the Food Service coordinator into line with the market is estimated to cost the district an additional \$10,000 plus 8.92 percent benefits, for a total of \$10,892 each year. This estimate is based on the salaries paid to peer district food service directors, as adjusted for CISD's student population and including the increased benefits cost.

Recommendation	1999-2000	2000-01	2001-02	2002-03	2003-04
Reclassify the Food Services coordinator to director.	(\$10,892)	(\$10,892)	(\$10,892)	(\$10,892)	(\$10,892)

Chapter 10

FOOD SERVICE

Four factors are critical to the success of any food service operation. ; First, the department must provide nutritionally balanced meals to children in a timely manner. Second;, it must operate cost-effectively. Third;, it must maintain a safe, sanitary environment in its kitchens and cafeterias. Finally,; and it must comply with applicable federal and state regulations.

In general, TSPR found the CISD Food Service Department to be extremely effective and well-organized. The department is exemplary in its reports and information-tracking, and monitors its costs closely.

C. MEAL PARTICIPATION

FINDING

Overall lunch participation by CISD students is about 52 percent, which is within acceptable industry standards for a district in which all campuses are closed (that is, campuses that do not allow students to leave campus for meals). Among its seven peer districts, CISD placed fourth in its percent of students (as measured by average daily attendance) purchasing lunch from the cafeterias (**Exhibit 10-16**).

Exhibit 10-16
Food Service Peer District Comparison - Lunch
1997-98 School Year

	San Marcos	Leander	Judson	Comal	Seguin	Pflugerville	North East	New Braunfels
Average Daily Attendance (ADA)	6,609	10,345	15,450	9,753	7,186	11,163	49,966	5,626
Average Daily Participation (ADP)	4,117	5,525	8,227	4,858	3,567	5,070	21,464	2,031
ADP Percent of ADA	62.3%	53.4%	53.3%	49.8%	49.6%	45.4%	43.0%	36.1%
Percent of	67.8%	28.2%	51.8%	39.3%	82.3%	29.8%	51.5%	68.8%

Students Free or Reduced- Price									
--	--	--	--	--	--	--	--	--	--

Source: Texas Education Agency, Child Nutrition Program District Profiles.

CISD's participation rate has fallen substantially in the last three years, from 61 percent in 1995-96. Also, some schools' participation rates are particularly low, both in terms of overall participation and in the numbers of children qualifying for free and reduced-price meals who actually eat in the cafeterias. **Exhibit 10-17** displays the overall participation rate of CISD students.

**Exhibit 10-17
CISD Overall Participation
1995 through 1998 School Years**

	1995-96	1996-97	1997-98
Breakfast	14.2%	13.2%	13.7%
Lunch	61.3%	54.6%	51.9%

Source: CISD Food Service.

In particular, participation in the district's free and reduced-price lunch program is lower than would be expected (**Exhibit 10-18**).

**Exhibit 10-18
Participation in Subsidized Lunch Programs
1995 through 1998 School Years**

	Free			Reduced-Price		
	1995-96	1996-97	1997-98	1995-96	1996-97	1997-98
High School	51.9%	53.8%	53.4%	51.4%	51.1%	50.9%
Middle School	45.0%	44.6%	72.9%	41.6%	37.9%	58.9%
Elementary School	54.9%	72.2%	70.2%	54.9%	70.5%	65.1%

Source: CISD Food Service.

While members of Food Service have talked informally with students about their menu preferences, the department has not conducted formal surveys of the opinions or preferences of their customers. A districtwide advisory committee for food services is in place, and some schools have individual food service advisory committees, but the structure of these committees is informal and school advisory committees seek little real input from their members. A "Taste of the Town" is held in the spring to help select food products for the following year, and parents and students are invited to attend. Attendance rates at this event are not tracked.

Almost a third (29 percent) of parents surveyed by TSPR believe the district's food is not nutritious, 47 percent of students surveyed agreed. CISD does not offer nutrition classes to students or their parents.

The district has implemented a number of strategies to increase participation. For 1998-99, Food Service set a goal of increasing both breakfast and lunch participation by 5 percent. Among the strategies considered by Food Service were:

- Work with the Transportation Department to ensure students arrive at school in time to eat breakfast before class.
- Provide breakfasts in classrooms (pending principal approval).
- Provide breakfast grab-bags for middle and high school students.
- Increase menu selections.
- Increase the number and selection of a la carte items.
- Post menus on school "Bragger Boards."
- Announce menus every day over school announcements.
- Announce menus every day on local radio stations.
- Hold special promotional events at certain times of year, and periodic giveaways.

The district has avoided "singling out" recipients of free and reduced-price meals through an automated identification system. Parents are encouraged to prepay their children's accounts so that students do not have to handle money. As students come through the lunch line, they enter a unique identification number onto a keypad. If a student is a recipient of free or reduced-price meals, the meal is recorded on the system; any charge is automatically deducted from their account.

The district is reimbursed for a la carte items that, when combined, can qualify as a reimbursable meal under USDA regulations. **Exhibit 10-19** shows the reimbursement rates received by CISD for free, reduced-price and paid meals.

Exhibit 10-19
National School Lunch and Breakfast Program

**Reimbursement Rates
1998-99 School Year**

Category	Lunch	Breakfast
Paid	\$0.1800	\$0.2000
Reduced-Price	\$1.5425	\$0.7725
Free	\$1.9425	\$1.0725

Source: CISD Food Service.

Recommendation 108:

Establish additional strategies to increase meal participation rates.

Food Service should conduct a formal survey of student and parental preferences at all schools and make changes to its menus based on the results of these surveys. Food Service also should consider offering nutrition classes to both parents and students to improve their awareness of healthy eating habits and encourage students to eat the school meals, which meet federal nutritional requirements.

Furthermore, Food Service should publish nutritional information on its menus to improve students' and parents' perceptions of the nutritional content of the meals served. This would help persuade parents that they should encourage their children to eat at the cafeteria.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Food Service coordinator issues a districtwide survey to students and parents to determine meal preferences.	August 1999
2.	The Food Service coordinator analyzes the survey results and makes changes to menus and recipes accordingly.	September 1999
3.	The Food Service coordinator examines other opportunities to increase participation, including nutrition classes.	October 1999

FISCAL IMPACT

Increasing participation throughout the district would bring in increased revenues and would improve meals per labor hour.

Chapter 11

SAFETY AND SECURITY

This chapter examines the programs used by the Comal Independent School District (CISD) to ensure the safety of its students teachers, administrators, and visitors. The chapter is divided into the following sections:

- A. Discipline Management
- B. Alternative Education
- C. Security Operations

BACKGROUND

Providing a safe and secure environment for students, teachers, and other school district employees is a critical task for any district. To provide a safe and secure learning environment, safety and security programs must include elements of prevention, intervention, and enforcement. Discipline management, appropriate security, and alternative education programs are key tools in this process.

A. DISCIPLINE MANAGEMENT

Federal and state lawmakers both have addressed safety and security in public schools. In 1994, the U.S. Congress reauthorized the Safe and Drug-Free Schools and Communities Act, which requires school districts to institute a comprehensive safe and drug-free schools program. In 1997, Congress reauthorized the Individuals with Disabilities Education Act (IDEA) with some notable changes. Though the law, like its predecessor, requires school districts to provide students with disabilities with appropriate education services, the revisions to IDEA make it easier to remove dangerous or violent students with special needs from the classroom. The legislation also permits the removal of students from regular classroom settings who are involved with drugs or who bring weapons to school.

The Texas Legislature also has addressed school violence. **Exhibit 11-1** summarizes major legislation relating to school safety and security passed by the Texas Legislature in 1993, 1995, and 1997.

Exhibit 11-1
Major School Safety Initiatives of the Texas Legislative Session
1993 - 1997

Legislation	Purpose
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73rd Legislature	
House Bill 23	Requires sharing information on student arrests for serious offenses between law enforcement and the schools; requires the school principal to notify law enforcement if criminal activity is occurring or is suspected of occurring on campus.
Senate Resolution 879	Encourages collaboration between Texas Education Agency and Department of Public Safety in the recording of criminal incidents in the schools.
House Bills 633 and 634	Outlines the commissioning and jurisdiction of peace officers.
House Bill 2332	Authorizes the State Board of Education to establish special purpose schools or districts for students whose needs are not met through regular schools.
Senate Bill 16	Defines drug-free zones for schools.
Senate Bill 213	Creates the safe schools checklist.
Senate Bill 155	Creates the Texas Commission on Children and Youth.
74th Legislature	
Senate Bill 1	Overhauls the Education Code and the laws on safety and security in Texas schools.
75th Legislature	
Senate Bill 133	Rewrites the safe schools provision of the Education Code.

Source: Texas Education Agency, Policy Research April 1994, and Gibson Consulting Group.

The 1995 Legislature passed sweeping changes in laws affecting safety and security. Under the revised Education Code, each school district must adopt a student code of conduct with the advice of a district-level committee and the county juvenile board. Other provisions require districts to remove students who engage in serious misconduct and place them in alternative education programs (AEPs). In addition, specific information concerning the arrest or criminal conduct of students must be shared with law enforcement entities.

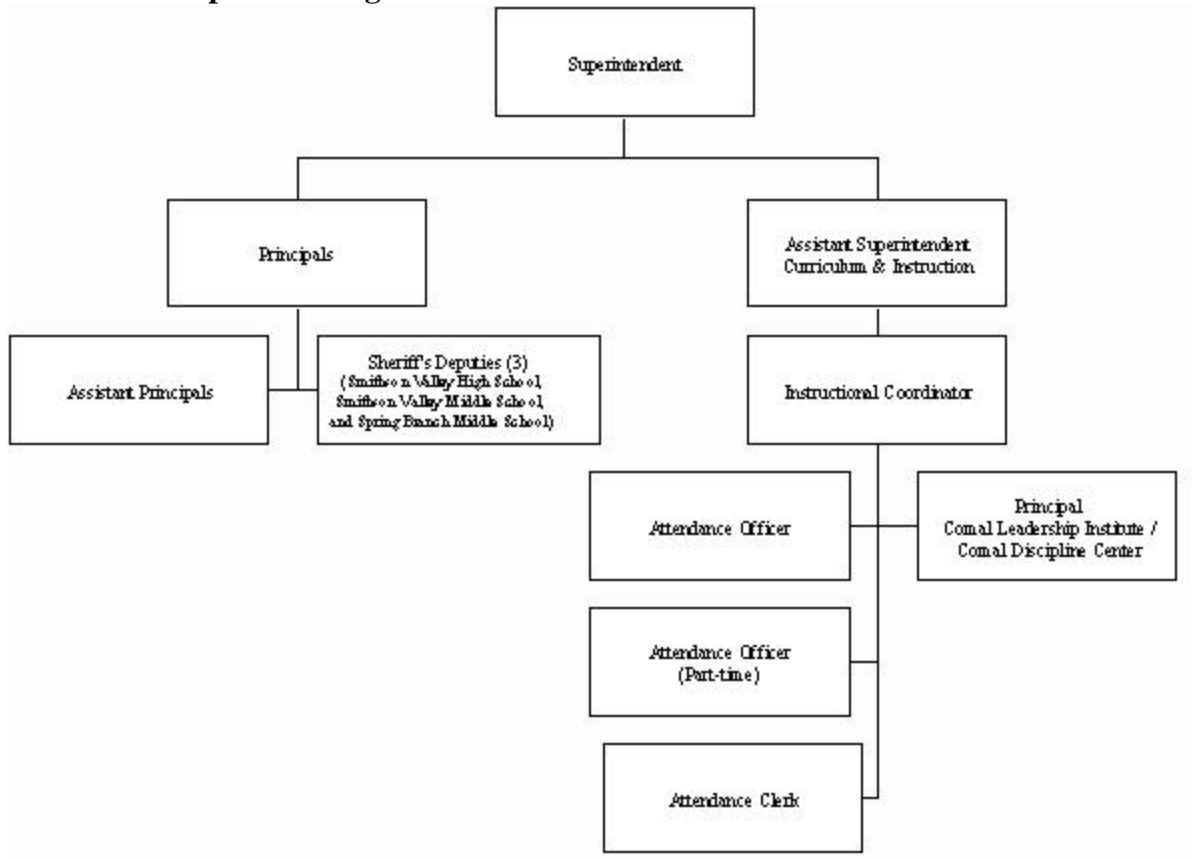
State law also requires a working relationship among school districts, juvenile boards, and juvenile justice systems in counties with a population

of 125,000 or more. It established the Juvenile Justice Alternative Education Program (JJAEP) under the jurisdiction of the Texas Juvenile Probation Commission. One of the objectives of JJAEP is to provide educational services to incarcerated youths or those on probation, populations believed to be more susceptible to committing crimes.

The 1997 Legislature revised the safe school provision of the Education Code. These revisions require the prominent posting of the Student Code of Conduct, clarify removal procedures for offenses committed by students within 300 feet of school property, and apply compulsory attendance laws to JJAEP.

At CISD, the management of discipline policies and procedures and AEPs is delegated to several positions in central and school administration (**Exhibit 11-2**).

**Exhibit 11-2
Organization
Discipline Management and Alternative Education**



Source: CISD.

School districts receive federal and state funds to assist at-risk and low-income students through two programs: compensatory education and Title I. Funds for compensatory education are based on an allocation from TEA, while funds for Title I are based on an allocation from the federal government that flows through TEA. Compensatory education funds target students in at-risk situations, and Title I funds target students who are low-income. At CISD, one instructional coordinator manages the Title I budget and programming and the compensatory education budget. The other instructional coordinator manages the compensatory education programming with the assistant superintendent, the bilingual/ESL program coordinator, and its at-risk program coordinator. The district's at-risk programs include the district's attendance program, the Comal Leadership Institute, and the Comal Discipline Center.

One and one-half attendance officers and an attendance clerk staff the district's attendance program; clerks at district schools maintain attendance records. The Comal Leadership Institute provides computer-based and individualized instruction for students who are likely to drop out of school. The Comal Discipline Center is the district's AEP for students with behavior problems. One principal manages both the Comal Leadership Institute (CLI) and Comal Discipline Center (CDC) and reports to the instructional coordinator.

The assistant principals at district high schools and middle schools and the principals at intermediate and elementary schools are responsible for enforcing the district's discipline management policies and procedures. School administrators also manage on-campus alternative education programs at the district's high schools and middle schools.

The superintendent is responsible for an interlocal agreement between CISD and the Comal County Sheriff's Office. Deputies from the Comal County Sheriff's Office are posted at three district schools including Smithson Valley High School, Smithson Valley Middle School, and Spring Branch Middle School, to enforce federal and state laws and maintain a safe school environment at their assigned schools.

CISD provides extensive information on the district's expectations for student behavior through its student-parent handbooks, its safe and orderly schools policy, and its rules of conduct on district school buses. The district also has adapted its student-parent handbook for elementary, middle, and high schools to include more detailed information on student behavior and discipline. CISD maintains its student code of conduct in its *Discipline Management Handbook*.

The *Discipline Management Handbook* outlines discipline options for a series of behavior violations (**Exhibit 11-3**).

Exhibit 11-3
Table of Contents
Discipline Management Handbook
1998-99

Component	Page
Attendance Policy	1
CISD Student Behavior Expectations	2
CISD Parent Expectations	2
CISD Administrator Responsibilities	2
CISD Teacher Responsibilities	3
Required Parent-Teacher Conference	4
Student Code of Conduct	4
General Misconduct Violations	6
Grooming and Attire/Dress Code	7
Sexual Harassment/Sexual Abuse	9
Removal from Class	10
Teacher Intervention	11
Administrator Intervention	12
Suspension / Removal to Alternative Ed. Program	13
Placement in the Comal Discipline Center (CDC)	14
Expulsion	16

Source: CISD, Discipline Management Handbooks, 1998-99.

CISD has Drug Awareness and Resistance Education (DARE) and peer mediation programs at the intermediate and middle-school levels to further drug and violence prevention. The counseling programs at each school also address drug and violence prevention through classroom guidance as well as special counseling groups, as documented by the district's Guidance and Counseling Campus Plans for 1998-99. In 1997-98, CISD had a Communities-In-Schools program at ten schools to provide after-school and summer activities for at-risk students. In August 1998, the district sponsored a half-day session on gang awareness and the identification of potentially violent students at an annual in-service training session for teachers and administrators. In October 1998, the district sponsored a training program at Canyon Middle School called

"Creating a Safer School." The purpose of the program was to train district staff in the prevention, identification, and intervention of criminal activity. In November 1998, the district sponsored a two-hour session on identifying gangs and cults for administrators.

FINDING

The Discipline Management Handbook provides a description of the behavior violations and possible discipline responses, and is available to all schools in the district. The handbook, however, does not outline levels of violations and consequences for each level.

The district's high schools publish and distribute addenda to the district's *Discipline Management Handbook*. Although these addenda detail the consequences for discipline violations, they are inconsistent with one another, and are unavailable to other schools. Both high schools have classified offenses into four levels, each with a list of violations and consequences. As detailed in **Exhibit 11-4**, the list of behavior violations classified under Level III or C at Smithson Valley High School are more numerous than those classified at Canyon High School.

Exhibit 11-4
Violations and Consequences of Level III or C Offenses
Canyon High School and Smithson Valley High School
1998-99

Canyon High School	Smithson Valley High School
Behavior Violations	
<ul style="list-style-type: none"> • Repeated Level II offense • Alcohol - First Offense of consuming, possession or under the influence (3 days Out of school suspension (OSS)). • Evasion or intentional deception (i.e. lying) • Fighting (3 days OSS) • Hazing (first offense / minor infraction) • Insubordination / not following directions from staff • Profanity or vulgar gestures directed at staff members • Skipping Saturday School • Theft less than \$570 • Vandalism less than \$250 	<ol style="list-style-type: none"> 1. Combination of any two lesser violations on the same referral 2. Repeat of the same violation for the third time 3. Fighting on bus 4. Sexual harassment 5. Hazing of other students 6. Disrupting AEP 7. Fighting or disorderly conduct 8. Disregarding the direct instructions of staff members, faculty, or administrators 9. Not identifying yourself to school personnel 10. Not reporting to office/assistant principal 11. Any careless act which does

<ul style="list-style-type: none"> • Any other violation the administrator feels should be at this level • Fifth Level III offense - Level IV offense 	<p>cause harm or injury to one's self or anyone else</p> <ol style="list-style-type: none"> 12. Cheating, copying or plagiarizing 13. Evasion - defined as intentionally deceiving any school administrator, teacher, or staff member either by words or actions 14. Submitting a forged note for an absence or to leave school 15. Any act causing damage to school / another's property 16. Theft 17. Profanity or vulgar gestures of any kind used toward a teacher, staff member, or administrator 18. Destroy/remove files from computer disks 19. Engaging in personal disagreement which disrupts the orderly environment of the campus 20. Any gang related attire/activity as determined by an administrator 21. Public display of affection 22. Any other action which the administrator deems serious enough to be placed at this level
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Exhibit 11-5
Consequences of Level III or C Offenses
Canyon High School and Smithson Valley High School
1998-99

Canyon High School	Smithson Valley High School
Consequences	
<ul style="list-style-type: none"> • Parent notification by letter or writing • First offense - AEP 2 days 	<p>The administrator will have a conference with the student, listen to the student's explanation, and assign a consequence.</p>

<ul style="list-style-type: none"> • Second offense - OSS 2-3 days • Third offense - AEP 4 days • Fourth offense - OSS 2-3 days • Citation issued • Notification of Police • Monetary Restitution • The Fifth Level III offense is considered "serious and persistent misbehavior" per District Policy and becomes a Level IV Offense. This may result in AEP for two weeks or longer, placement at Comal Discipline Center, or expulsion. 	<p>The parent/guardian will be informed of the situation by telephone or in writing. The parent/guardian may be required to attend a conference. If an Alternative Education Placement (AEP) is deemed appropriate, the parent/guardian will be notified in writing.</p> <ol style="list-style-type: none"> 1. First offense: On-campus AEP for two consecutive school days 2. Second offense: Suspension from school for two consecutive days 3. Third offense: AEP for two consecutive school days 4. Fourth offense: Suspension from school for two consecutive days 5. Fifth offense: AEP for two consecutive school days and suspension from school for two consecutive days 6. Fighting: three days of suspension and three days of AEP. A citation may be issued. 7. Property damage: Legal charges will be filed and monetary restitution expected. 8. Fighting on bus: 10 school days suspension from A.M. and P.M. bus 9. Sexual harassment: First violation = two days OSS and two days AEP 10. Any other action which the administrator deems serious enough to be placed at this level
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Source: CISD, 1998-99 Addenda to the Discipline Management Handbooks of Canyon High School and Smithson Valley High School.

The consequences of a violation also are inconsistent between the two schools. For example, the fifth offense involving a Level III violation at Canyon High School may result in the placement of the student in the on-campus alternative education program for two weeks or more, placement at the Comal Discipline Center, or expulsion. In contrast, the fifth offense

of a Level III violation at Smithson Valley High School may result in the placement of the student at the on-campus alternative education program for two consecutive school days and suspension from school for two consecutive days.

Such inconsistencies in the classification of violations and consequences lead to inconsistent applications of discipline management policies among schools in the district.

CISD's schools apply alternative education referral policies inconsistently. As detailed in

Exhibit 11-6, Arlon Seay Intermediate School referred three students in 1997-98, or one student per 227 enrollees, while Canyon Intermediate School referred 12 students or one student per 52 enrollees.

**11-8 Exhibit 11-6
Referrals to Comal Discipline Center by School
1997-98**

School	Number of Assigned Slots	Enrollment	Number of Referrals	Referrals-to-Enrollee Ratio
High Schools				
Canyon	8	1,101	25	1:44
Smithson Valley	10	1,533	40	1:38
Subtotal / Average	18	2,634	65	1:40
Middle/Intermediate Schools				
Spring Branch Middle	5	505	12	1:42
Smithson Valley Middle	5	503	14	1:36
Canyon Middle	5	598	26	1:23
Arlon Seay Intermediate	3	680	3	1:227
Mountain Valley Intermediate	1	267	2	1:133
Canyon Intermediate	3	625	12	1:52
Subtotal / Average	22	3,178	69	1:46
Total	40	5,812	134	1:43

Source: CISD, Comal Discipline Center and the Texas Education Agency, Academic Excellence Indicator System (AEIS).

The share of minority and special education referrals to the Comal Discipline Center is higher than these groups' overall share of the student body. Hispanic students make up 18 percent of the enrollment in the district's intermediate, middle, and high schools, but account for 43 percent of the referrals to the Comal Discipline Center. A similar pattern exists for special education students (**Exhibit 11-7**).

Exhibit 11-7
Referrals to Comal Discipline Center
by Ethnicity and Special Education
1997-98

School	Percentage of Enrollment that is Hispanic	Percentage of Referrals that is Hispanic	Percentage of Enrollment that is Special Education	Percentage of Referrals that is Special Education
High Schools				
Canyon	23%	40%	11%	40%
Smithson Valley	12%	30%	16%	43%
Subtotal	16%	34%	14%	42%
Middle/Intermediate Schools				
Spring Branch Middle	12%	42%	15%	50%
Smithson Valley Middle	13%	29%	17%	29%
Canyon Middle	27%	62%	14%	27%
Arlon Seay Intermediate	15%	67%	20%	67%
Mountain Valley Intermediate	10%	100%	17%	50%
Canyon Intermediate	29%	50%	16%	75%
Subtotal	19%	51%	11%	42%
Total	18%	43%	15%	42%

Source: CISD, Comal Discipline Center and the Texas Education Agency, AEIS.

According to district staff interviewed by TSPR, the board and central office are circumventing established discipline management policies and procedures. The selection of students for the Comal Leadership Institute is an example. CISD allocates 30 slots at the Comal Leadership Institute for at-risk students from each of the district's two high schools. The established application procedure for placement at CLI begins with high school administrators; however, the superintendent allows some students to apply directly to the CLI, thus bypassing the high schools' screening and selection processes.

Recommendation 109:

Standardize discipline policies and the consequences for violations and apply these disciplinary practices consistently to all schools in the district.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The instructional coordinator proposes a standardized list of violations and disciplinary consequences for the entire district and forwards the proposal to the district's superintendent, principals, and assistant principals.	June 1999
2.	The superintendent, principals, and assistant principals review the proposal and provide suggestions for improvement.	June 1999
3.	The instructional coordinator revises the standardized list based on these suggestions and forwards the final version to the superintendent for approval.	July 1999
5.	The board reviews and approves the standardized list of violations and disciplinary consequences with any necessary changes.	July 1999
6.	The instructional coordinator publishes and distributes the standardized list of violations and disciplinary consequences to all district schools.	August 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

The Texas Education Agency (TEA) requires school districts to track and report behavior-related incidents and disciplinary actions taken as a result of receiving federal money through Safe and Drug-Free Schools and Communities Program. These reports must provide a breakdown of the types of incidents and disciplinary actions occurring in each district. These incidents include disciplinary actions related to the possession, sale, or use of tobacco, alcohol, or other drugs; school-related gang violence; placements in alternative education programs; acts of vandalism; and assaults against students. As indicated from these data, 90 percent of these incidents in CISD occur at intermediate, middle, and high schools (**Exhibit 11-8**).

Exhibit 11-8
Behavior-Related Incidents and Incident-to-Student Ratios by School, 1997-98

School	Incidents	Enrollment	Incident-to-Student Ratio
Smithson Valley High	994	1,533	0.65
Canyon High	504	1,101	0.46
Subtotal	1,498	2,634	0.57
Spring Branch Middle	151	505	0.30
Smithson Valley Middle	210	503	0.42
Canyon Middle	166	598	0.28
Arlon Seay Intermediate	52	680	0.08
Mountain Valley Intermediate	50	267	0.19
Canyon Intermediate	149	625	0.24
Subtotal	771	3,178	0.24
Mountain Valley Elementary	30	692	0.04
Frazier Elementary	0	566	-
Comal Elementary	0	456	-
Bulverde Elementary	*	331	*
Bill Brown Elementary	*	741	*
Rahe Primary	0	533	-
Goodwin Primary	0	501	-
Subtotal	39	3,820	0.01

Comal Leadership Institute	216	89	2.43
New Life Children's Treatment Center	0	32	-
Subtotal	216	121	1.79
Total	2,531	9,753	0.26

Source: Texas Education Agency, Program Specific Indicator; CISD 1997-98; and AEIS.

** The number of incidents is between 1-5 and is not shown to protect the anonymity of the students.*

Districts can use CISD's statistics to compare their own levels of incidents and their application of discipline management policies.

CISD compiles this report at the end of each year, as required by TEA. Each school uses the information to monitor its disciplinary and management policies. Every other year, the district completes the Texas School Survey at the seventh, ninth, and eleventh grades, as required by the state, to determine its extent of drug and alcohol abuse. Every two years, the district analyzes and distributes this data to its schools so the schools can determine if they need new policies of drug intervention or conflict resolution. Despite the availability of data on behavior-related incidents, however, CISD does not analyze this data on a per-student basis, monitor trends in behavior-related incidents on a regular basis, or identify schools needing additional assistance in creating new policies or programs to intervene against violence or drugs.

Recommendation 110:

Analyze, distribute, and discuss incident reports with parents, teachers, and school administrators at least once a year.

The at-risk coordinator should track and analyze the incidents on a monthly basis using a spreadsheet and prepare a management report on these incidents twice a year. The at-risk coordinator should prepare, distribute, and discuss the management report with school administrators at least once a year.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The at-risk coordinator designs a management report of incidents and disciplinary actions by school.	August 1999 and Ongoing
2.	The at-risk coordinator distributes and discusses the management report with school administrators at least once a year.	August 1999 and Ongoing

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

CISD covers a large geographical area and serves diverse communities. As a result, students come from a wide range of socioeconomic settings. Incidents that have been reported at district schools include possession, sale, or use of tobacco, alcohol, or other drugs; school-related gang violence; acts of vandalism; and assaults against students. In April 1999, two middle school students were charged with deadly conduct in the shooting at the homes of two teachers. CISD took action and assigned a New Braunfels police officer to the middle school. Moreover, the principal sent out a letter to all parents listing the types of services available to students in the way of counseling, classroom informal discussions, and availability of staff for students and parents. The district's quick response to this incident is commendable. However, the district needs to coordinate, design, and implement programs that address violence prevention and intervention throughout the district and seek to involve parents, students, teachers and the community to deter these types of incidents from occurring. CISD does not systematically analyze the various forms of delinquent behavior at its schools and target its prevention programs to prevent delinquent behaviors.

CISD has some programs to address preventative measures in violence, gang intervention, teen pregnancy as well as drug intervention. The programs, however, are not in place at all schools in the district. For example, the Communities-In-Schools program (a program targeting at-risk students with social services, counseling and supportive guidance) was funded for one primary, two elementary, and one middle school during its first year of operation (**Exhibit 11-9**).

**Exhibit 11-9
Implementation of Communities-In-Schools Program**

School	1995-96	1996-97	1997-98	1998-99
High Schools				

Smithson Valley High				
Canyon High		1	1	1
Middle / Intermediate Schools				
Spring Branch Middle				1
Smithson Valley Middle		1	1	1
Canyon Middle	1	1	1	1
Arlon Seay Intermediate			1	1
Mountain Valley Intermediate			1	1
Canyon Intermediate				
Elementary / Primary Schools				
Mountain Valley Elementary			1	1
Frazier Elementary	1	1	1	1
Comal Elementary	1	1	1	1
Bulverde Elementary				
Bill Brown Elementary			1	1
Rahe Primary				
Goodwin Primary	1	1	1	1

Source: CISD, End of Year Report, Communities in Schools of Comal County, Inc. and Funding Proposal for 1995-96.

During its second year of operation, Communities-In-Schools was expanded to include one more middle school and a high school. In the third and fourth years, the program was expanded to include two intermediate schools and one more middle school. The State Office of Communities-in-Schools cut back on funding extensively during the past two years, so the last three schools were added through local funding efforts. CISD's expansion plan for the program has always contemplated expanding services continuously to students as they move to higher grades. This strategy, however, has left some primary and elementary students, such as the ones at Rahe Primary, Bill Brown Elementary, Bulverde Elementary, and Mountain Valley Elementary without services. CISD recognizes the need for Communities-In-Schools at all schools, but has limited financial resources.

Canyon High School reported 19 teen pregnancies in 1997-98. CISD applied for Pregnancy, Education, and Parenting grants for 1996-97 and 1997-98, but did not receive them. CISD provides local funds for pregnant students to receive home services and assistance with child care. All CISD high school students are required to complete a Child Development and a Family course that includes parenting as part of its graduation requirement.

All management staff in the Transportation Department said that discipline on buses, both regular and special education, is another problem. Many of the calls the department receives from parents involve disciplinary issues, and parents listed discipline on buses as an issue during focus groups.

CISD is establishing a Safe and Drug Free Schools Committee to develop a specific plan for drug and violence prevention. Sources of prevention and intervention program ideas available to school districts include *Making the Grade: A Guide to School Drug Prevention Programs* (Drug Strategies Washington, D.C.) and *Safe Schools, Safe Students: A Guide to Violence Prevention Strategies* (Drug Strategies) and *Keeping Texas Children Safe*, (Texas School Performance Review), Texas Comptroller of Public Accounts.

The Comptroller's publication outlines ten steps that have been successful in dealing with the safety and security of children in school. The Comptroller points out that an effective program of prevention, intervention and enforcement begins by establishing clear expectations with students, parents, faculty, and administration; addresses warning signs before they escalate into trouble; and helps children who have disobeyed the rules learn how to become accepted and productive members of society.

Recommendation 111:

Systematically evaluate the behavior of the student population at each school and target prevention and intervention programs to meet the schools' needs.

The assistant superintendent should use the Safe and Drug Free Schools Committee to assist in making decisions about programming for the student population. The assistant superintendent and the instructional coordinator should coordinate the design, implementation, and funding of prevention and intervention programs with the schools' on-campus AEP, assistant principals, principals, and the Comal Discipline Center.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent, the instructional coordinator, and the Safe and Drug Free Schools Committee, systematically evaluate the delinquent behavior of the student population at each CISD school.	June 1999
2.	The instructional coordinator evaluates available prevention and intervention programs that could address the needs of each school and the entire district.	July 1999
3.	The instructional coordinator identifies and allocates funds from Title I, Compensatory education, and federal and private grants to fund these programs.	August 1999
4.	The instructional coordinator evaluates the success of the district's prevention and intervention programs on an annual basis.	Ongoing

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

Attendance at CISD was higher than regional and state averages in 1993-94 and 1994-95, but was lower than the regional and state averages in 1995-96 and 1996-97. Compared to its peer districts, CISD had the third-lowest attendance rate in 1996-97. (**Exhibit 11-10**).

**Exhibit 11-10
CISD Attendance Rates
Versus Peer Districts
1993-97**

District	1993-94	1994-95	1995-96	1996-97
Pflugerville ISD	95.7%	95.9%	96.1%	96.3%
Leander ISD	95.5	95.5	95.3	95.7
New Braunfels ISD	95.5	95.7	96.0	95.4
Judson ISD	95.7	95.9	95.5	95.4
North East ISD	95.4	95.2	95.1	95.2
Comal ISD	95.6	95.6	95.0	95.1
Seguin ISD	95.0	95.4	95.3	94.9
San Marcos ISD	NA	94.4	93.8	93.9
Region 13	94.8	95.0	94.9	95.1

State Average	95.1	95.1	95.1	95.2
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Source: Texas Education Agency, AEIS.

Although CISD has relatively high overall attendance rates compared to its peer districts, its high schools had lower attendance rates than other CISD schools in 1996-97. Attendance rates also were lower at Smithson Valley Middle School, Mountain Valley Elementary School, and Bill Brown Elementary School in 1996-97 than other middle and elementary schools. In 1997-98, attendance was lower than other CISD schools at the district's high schools, Canyon Middle School, and Mountain Valley Elementary School, but improved from 1996-97 at Smithson Valley Middle School and Bill Brown Elementary School (**Exhibit 11-11**). Attendance rates for peer districts for 1997-98 were unavailable at the time of this report.

Exhibit 11-11
CISD Attendance Rates by School
1996-98

School	1996-97	1997-98	Percent Change
Smithson Valley High	93.98%	94.42%	0.44%
Canyon High	93.65	93.88	0.23%
Subtotal	93.82	94.15	0.33%
Spring Branch Middle	NA	97.50	NA
Smithson Valley Middle	94.36	97.27	2.91%
Canyon Middle	95.45	95.70	0.25%
Arlon Seay Intermediate	96.08	96.42	0.34%
Mountain Valley Intermediate	96.00	95.68	-0.32%
Comal Intermediate	96.35	96.45	0.10%
Subtotal	95.65	96.50	0.86%
Mountain Valley Elementary	95.86	95.93	0.07%
Frazier Elementary	96.45	96.60	0.15%
Comal Elementary	96.96	97.02	0.06%
Bulverde Elementary	96.96	96.85	-0.11%
Bill Brown Elementary	95.80	96.27	0.47%

Rahe Primary (First grade only)	96.50	96.62	0.12%
Goodwin Primary (grades 1 and 2 only)	96.16	96.27	0.11%
Subtotal	96.38	96.51	0.12%
District Attendance Rate	95.06	95.60	0.54%

Source: CISD, Truancy Program.

With an enrollment of 9,753 students in 1997-98, CISD has one attendance officer for 6,500 students. Despite the importance of attendance both academically and financially, CISD has not provided adequate staffing and systems for maintaining high attendance rates at its schools.

According to district personnel, CISD lacks proper procedures for parental notification of unacceptable student absences and consistent attendance makeup policies for its high schools. At Smithson Valley High School, only 21 out of 177 students who had lost partial or all credit due to excessive absences received warning letters or a loss of credit notification letters.

Recommendation 112:

Hire a full-time attendance officer and institute procedures for parental notification of unacceptable absences and attendance makeup policies.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Curriculum and Instruction and the instructional coordinator analyze the attendance and truancy rates of each school by grade and by second-period class and identify schools with the highest potential for improved attendance.	June 1999
2.	The assistant superintendent of Curriculum and Instruction develops a plan to increase the number of attendance officers based on the attendance rate analysis.	July 1999
3.	The superintendent approves, with any necessary changes, a plan for increasing the number of attendance officers.	August 1999
4.	The instructional coordinator increases the number of attendance officers for those schools with the highest potential for increases in attendance.	September 1999

5.	The principals at each school analyze attendance in second-period classes and implement systems and procedures to maximize attendance.	September 1999
6.	The assistant superintendent of Curriculum and Instruction develops performance reports for the attendance officer program linking it with attendance rates and additional state funding.	September 1999

FISCAL IMPACT

An estimated increase in CISD's attendance rate by one-half of a percent would result in an additional 52 students, based on 1998-99 enrollment (0.5 percent of 10,314 students), and would generate an additional \$132,548 in state funding each year (52 students at \$2,549 each). The additional cost of another full-time attendance officer is estimated at \$35,020 in salaries and benefits. Net revenue generated from the program is estimated at \$97,528 annually.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Hire one attendance officer.	\$97,528	\$97,528	\$97,528	\$97,528	\$97,528

Chapter 11

SAFETY AND SECURITY

BACKGROUND

Providing a safe and secure environment for students, teachers, and other school district employees is a critical task for any district. To provide a safe and secure learning environment, safety and security programs must include elements of prevention, intervention, and enforcement. Discipline management, appropriate security, and alternative education programs are key tools in this process.

B. ALTERNATIVE EDUCATION

CISD provides alternative education programs in settings other than regular classrooms. The Comal Leadership Institute targets students who are likely to drop out of school. The other two alternative education programs (on-campus alternative education programs and the Comal Discipline Center) are for students with behavioral problems. Both CLI and CDC are located in leased retail space just east of Interstate 35 in New Braunfels. CISD plans to construct a new alternative school to house both the CLI and CDC.

The CLI is the district's primary initiative for dropout prevention. The mission of CLI is "to reclaim students who have dropped out of school, to retain students who are at risk of dropping out, and to provide an alternative environment for students who are having difficulty integrating into a regular campus environment." The goal of CLI is "to assist students to graduate or improve their academic circumstances."

Students attend CLI by choice and must apply for admission. Admission to CLI is based on the student's academic needs and past performance. Prospective students must be enrolled in a CISD high school, be recommended by a school official, complete an application, and submit both the application and a current transcript for review by the CLI staff. CLI offers two daily sessions. The morning session is from 7:30 a.m. to 11:30 a.m. The afternoon session is from noon to 4:00 p.m. Students are required to attend one of these sessions and must maintain 90 percent attendance. CLI also offers night school for students who need to make up classes for high school credit.

As described in the *Discipline Management Handbook*, AEPs for students with behavioral problems include on-campus alternative education programs at the district's high schools and middle schools as well as the district's alternative school. The on-campus AEPs require students to

complete all course assignments and prohibit them from participating in extracurricular activities.

The mission of the CDC "is to assist students to change their behavior and increase social/academic skills so they can achieve success in the regular school setting." According to its *Parent/Student Handbook*, the CDC uses a variety of techniques including close monitoring of behavior; intense personal and computer-assisted instruction; and personal counseling. Principals may assign a student to the CDC after a due-process hearing. The student is allowed to explain his or her version of the incident that led to the hearing with a campus administrator. The maximum length of placement at CDC is 90 school days. Secondary students may be assigned for less than 30 days or more than 90 days by a campus administrator, depending upon the severity of the offense involved. Elementary students may be assigned to the CDC from 15 to a maximum of 45 school days. Any student who exhibits severe behavioral problems at CDC may be recommended for expulsion.

Due to CDC's limited capacity, slots to its intermediate, middle, and high schools (**Exhibit 11-12**).

Exhibit 11-12
Assigned Slots at Comal Discipline Center
1997-98

School	Slots 1997-98	Enrollment	Slot-per-Enrollee
High Schools			
Smithson Valley High	10	1,513	1:151
Canyon High	8	1,101	1:138
Subtotal	18	2,634	1:146
Middle / Intermediate Schools			
Spring Branch Middle	5	505	1:168
Smithson Valley Middle	5	503	1:101
Canyon Middle	5	598	1:120
Arlon Seay Intermediate	3	680	1:227
Mountain Valley Intermediate	1	267	1:267
Comal Intermediate	3	625	1:208
Subtotal	22	3,178	1:144
Total	40	5,812	1:145

Source: CISD, Comal Discipline Center.

In 1996-97, CISD assigned all 43 available slots at CDC to its schools. In 1997-98, the superintendent reserved three slots at CDC to use at his discretion.

Under state law, the district is not required to participate in a Juvenile Justice Alternative Education Program.

FINDING

Comal Leadership Institute served 98 students in 1995-96, 114 in 1996-97, and 127 in 1997-98, and graduated 40 students in 1995-96, 41 in 1996-97, and 74 in 1997-98. The primary differences between CLI and a traditional high school are outlined in **Exhibit 11-13**.

Exhibit 11-13 Programmatic Comparison CLI and Traditional High School

Topic	Traditional School	CLI
Teacher's Role	Lectures, textbook, worksheets	Individualized, computer-assisted, programmed instruction, based on 80 percent mastery of Texas Essential Knowledge and Skills (TEKS)
Classroom organization	Student desks usually in rows	Computer stations, tables, some desks
Curriculum	Grade level and time oriented	Self-paced, contractual
Completion	Based on class time and enrollment time	Student-controlled, may progress at own rate
Upon completion	High school diploma	High school diploma

Source: CISD, Parent/Student Handbook, Comal Readership Institute.

The State of Texas requires students to complete 21 credits to earn a high school diploma. Due to its flexible hours and the self-paced nature of its work, CLI has generated a high student demand for admission. The review team found, Canyon High School had six students on its waiting list, while Smithson Valley High School had 80.

CISD had an overall dropout rate of 0.7 percent in 1996-97, the second-lowest dropout rate among its peer districts (**Exhibit 11-14**). Drop-out rates were unavailable at the time of this report.

**Exhibit 11-14
Drop-Out Rates
CISD and Peer Districts
1993-1997 School Year**

District	1993-94	1994-95	1995-96	1996-97
New Braunfels ISD	2.2	0.3	0.5	0.1
Comal ISD	1.5	0.6	0.8	0.7
Leander ISD	1.5	1.1	0.9	1.1
San Marcos ISD	NA	2.0	2.7	1.1
North East ISD	1.6	1.6	1.3	1.2
Pflugerville ISD	0.2	0.4	1.0	1.4
Judson ISD	2.9	1.1	1.6	1.7
Seguin ISD	3.8	2.7	2.6	2.2
Region 13	2.5	1.9	1.4	1.3
State Average	2.6	1.8	1.8	1.6

Source: Texas Education Agency, AEIS.

COMMENDATION

CISD has lowered its dropout rate with a dropout prevention program that provides students with a flexible alternative to the traditional school setting.

FINDING

Like CISD, New Braunfels ISD has two alternative schools - the School of Choice and Opportunities to Rebound. The School of Choice provides an alternative setting for students who do not perform well in a traditional school setting. The Opportunities to Rebound School is the district's AEP for students with behavioral problems. CISD does not share any alternative education services with other districts.

The total budget for the Comal Leadership Institute for 1998-99 is more than \$900,000, not including its new building. This represents a cost per

student of about \$10,000 annually. District officials said that the basic student allotment for students at CLI goes to CLI and not to their home campuses. This allotment, however, accounts for only about half of the total per-student cost. TSPR was told that the rest of the budget is paid through local funds. CISD plans to construct a new facility for CLI and CDC with an estimated cost of \$700,000.

Recommendation 113:

Combine the Comal Leadership Institute and the Comal Discipline Center with similar alternative education schools at other area school districts.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent investigates the possibilities of jointly operating the district's alternative education programs with those of other area school districts.	June 1999
2.	The superintendent enters into formal negotiations with area school districts to jointly operate alternative education programs.	July 1999
3.	The superintendent reports the results of these negotiations and options for joint operation of the district's alternative education programs to the board.	August 1999
4.	The board evaluates and considers operating the district's alternative education programs with other districts.	September 1999

FISCAL IMPACT

CISD should be able to save substantial capital and operating costs by jointly operating its AEPs with other school districts.

Chapter 11

SAFETY AND SECURITY

BACKGROUND

Providing a safe and secure environment for students, teachers, and other school district employees is a critical task for any district. To provide a safe and secure learning environment, safety and security programs must include elements of prevention, intervention, and enforcement. Discipline management, appropriate security, and alternative education programs are key tools in this process.

C. SECURITY OPERATIONS

CISD has contracted with the Comal County Sheriff's Office to provide three uniformed deputies to the school district for 181 days each school year. According to the interlocal agreement, each deputy works an eight-hour shift and provides the following services to his or her assigned school (**Exhibit 11-15**).

Exhibit 11-15
Law Enforcement Services
Comal County Sheriff's Office

Provide a routine presence in all school buildings and parking areas during school hours to provide a deterrent to crime.
Gather information related to criminal activity.
Identify and document gang members as well as associates and activities.
Make arrests as appropriate and transport to appropriate detention facility.
Arrests shall be reported to school officials as required by law.
As necessary, provide radar coverage of respective school zones to promote safety of educators and students.
Provide intervention counseling as appropriate.

Source: CISD, Interlocal Agreement for the Provision of Law Enforcement Services.

The interlocal agreement specifies that the three deputies will be assigned to Smithson Valley High School, Smithson Valley Middle School, and Spring Branch Middle School. The district pays the County \$17.61 for each hour worked by each assigned deputy and 31 cents for each mile traveled by its deputies.

Through a previous county grant, police officers from the New Braunfels Police Department also were stationed at Canyon High School and Canyon Middle School. With the termination of the grant funding, the district decided to maintain deputies at its more rural schools. Given the geographical area of the city compared to the county, district officials reasoned that the officers from the New Braunfels Police Department could respond more quickly to schools in the City of New Braunfels than sheriff's deputies could respond to schools located at various locations in the county.

FINDING

School administrators indicate that the response time from police officers at New Braunfels Police Department can be as long as 40 minutes. In one instance, school administrators suspected a student to be in possession of drugs and reported the incident to the police; before the police responded to the call, the student was able to dispose of the drugs. According to school administrators, many police officers at the New Braunfels Police Department believe that crimes committed by students are not "real" crimes and should not be taken as seriously as crimes committed by adults.

Recommendation 114:

Enter into discussions with the New Braunfels Police Department to improve response time to Canyon High School and Canyon Middle School.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent discusses ways to improve response times to Canyon High and Canyon Middle School with the chief of the New Braunfels Police Department.	July 1999
2.	The superintendent discusses the reasons for the slow response time as identified by school principals and develops other reasons with the Chief of Police of the New Braunfels Police Department.	August 1999
3.	The superintendent and the Chief of Police develop a plan for improving the response time to Canyon High School and Canyon Middle School.	August 1999
4.	The superintendent and the Chief of Police implement the plan.	September 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

Appendix A

PUBLIC INPUT SUMMARY

During the course of the review, the TSPR review team collected public input during several public forums, focus groups, and individual interviews. **Exhibit A-1** below summarizes these.

Exhibit A-1 Summary of Public Input Sessions

Session	Location	Date
Public Forum	Canyon Intermediate	10/13/98
Public Forum	Arlon R. Seay	10/13/98
Public Forum	Mountain Valley	10/13/98
Parent Focus Group	Bill Brown Elementary	10/29/98
Parent Focus Group	Mountain Valley	10/29/98
Business Focus Group	New Braunfels Chamber of Commerce	11/12/98
Teacher Focus Group	Spring Branch Middle School	11/5/98
Principal Focus Group	Smithson Valley Middle School	11/3/98
Interviews	Phone and in person	Ongoing throughout project

These comments illustrate community perceptions of the Comal Independent School District (CISD), and do not reflect the findings or opinions of the Comptroller.

DISTRICT ORGANIZATION

- Board representation in the Mountain Valley area is split among three separate board members.
- Since the district could not make a decision on attendance boundaries, the district placed all the seventh graders at Spring Branch Middle School, and all the eighth graders at Smithson Valley Middle School. As a result, students have to change schools between these grades.
- Smithson Valley Middle School and Spring Branch Middle School are unequal facilities. Smithson Valley Middle School is an older

facility without technology upgrades, while Spring Branch Middle School is a new facility with technology upgrades.

- A board member is overly prejudiced against the Canyon Lake Community. He has openly stated that the Canyon Lake Community has "higher percentage of reduced-price lunch" requirements and is the reason that the district lost the last bond election.
- There is severe animosity among the board members.
- Superintendent has not shown enough leadership in the facilities planning process.
- Why isn't there more financial support for the school district from the proceeds of the lottery?
- Robin Hood is unfair.
- Why is the district using tax dollars to fight the construction of a ready mix concrete plant? The suit will just alienate the business community.
- The district has a "small school feeling."
- Board is amazing in the way they can listen to all the complaining and consider all the opinions of the community members.
- The district needs a good long-range plan to manage its growth.
- The district needs to equitably distribute its resources, but at the same time provide flexibility in the use of resources at the various schools.
- The bond would pass if it was fair to everybody.
- Trustees were not given access to test scores (in social promotion case).
- Board always votes yes. They vote 20-30 times per meeting. Over three years of two meetings per week, they voted no fewer than 10 times. Super gets what he wants. There is no check and balance. Request voting record.
- Board does not have access to information. Trustee asked for press releases. District would not provide. After months, trustee filed an open records request. The Public Information officer said he could have the information for \$39. He paid it. He saw the press releases and asked for the money back. The district wouldn't give him his money back, and the trustee took the matter to court. The judge told the district to give the money back.
- The board is asked to vote on things without seeing information
 - - contracts without seeing files
 - - checks without seeing supporting documentsAfter numerous requests, files are brought to meetings, but there is no time to review them, and most board members don't want to bother.
- If a board member wants to request information, he has to put it on the agenda and the board votes at the next meeting whether the

board member should get this information. Is this consistently applied?

- Agendas arrive too late to trustees. The board used to receive them on Friday for Monday meetings. Not sure now. Should be seven days in advance. The super agreed to this once, but it never happened. How is it now?
- Sometimes it takes a long time for a trustee to get an item on the agenda. What is the process?
- Many members open their agendas for the first time at the meeting.
- Sometimes board members are given additional documents at the meeting and expected to vote on them right away.
- Investigate role of attorney in the contracting process.
- After an incident with an upset parent after a board meeting, the board president hired a police officer to attend meetings. The board president is not allowed to spend money without approval. But, he did. When this became an issue. He and the superintendent said that the superintendent approved it.
- Some board members were unaware of the school law bulletin.
- When one parent was threatened in the parking lot after a board meeting, she brought the superintendent outside to show him who threatened her. Words were exchanged and the superintendent ran inside (supposedly to call the police). He never called the police.
- The board treasurer doesn't know how much the board has spent.
- The ballot language is not valid.
- The county should run the election.
- After the failed bond, the district appointed a committee, but people on the committee couldn't talk about what they were doing.
- There was a 57-member committee of employees. What was their purpose?
- The board did not want Hispanics on the board.
 1. When one of the board members resigned, and a Hispanic volunteered to fill the seat. The board said there was a requirement for a Master's degree. So, he found an Hispanic woman with a Master's degree to fill the seat. Then, the board talked the retiring member into staying in the position.
 2. When the board redrew its districts to create a Hispanic seat, a Hispanic decided to run against the trustee who had represented the district. The board found another Hispanic to run to split the vote so the previous Anglo trustee won again.
- It is difficult for the board to get access to personnel and financial information.
- Last bond passed first by 11 votes. Then, by eight on the recount. But, affidavits (24) were never found. People can vote more than once. Nobody checks.

- How are agendas delivered? What is the process? Timing?
- Ballots not appropriately worded. Do not include necessary proposition.
- The district does not file open meetings as required. Should file with Comal County and Secretary of State. The district calls some of these meetings workshops, but they do real business during them.
- The district is spending money to fight a concrete plant. They should not be doing this. Citizen groups can, but the district shouldn't. Board members went to Austin to the Texas Natural Resource Conservation Commission to speak on behalf of the district. Wrong?
- The board/superintendent can fill the audience with supportive staff for important votes. The staff cheer, boo, etc.
- In the discrimination suit, the board changed its mind when it came time to act.
- Board members are sometimes discouraged from asking questions. They are told that each question costs the district money and that the meeting should just keep moving.
- Can the board vote to alter minutes of previous meetings?
- Teachers who voted against the bond were harassed by the district?
- The board does not act as a team. They are fragmented. Some have no intention of compromising. The board is split philosophically and geographically.
- The board votes on the same topic multiple times.
- Policies are poorly defined and not followed. Why? For so long, it was a small district that didn't need a lot of formal policies. Now that it does, the policies are getting better. Policy updates are sent out for insertion in the manuals, but they are not communicated well other than that.
- The district makes plans, but by the end, they are out of money and it can't happen.
- The board doesn't really solicit input/opinions for their decisions. They solicit approval for decisions once they are made.
- Some board members micromanage (follow buses, sit in cafeteria manager's offices).
- Schools have no information about the amount of money available for campus, staff, or students. Don't know if it's equitable or not.
- Board conflict, no compromise.
- Stronger superintendent.
- Fair site-base decision.
- We have some site-based decision making; I would like to see more decisions made on campus. We do a good job at our campus seeing what long range plans need to be/go.
- Record campus meeting for board to listen.
- Bulverde wants to break off from Comal ISD.

- Against splitting district - north side would get old schools.
- Superintendent was ex-coach. Teacher was fired unfairly three years ago and committed suicide. Wife sued district, district settled.
- Other teachers may be suing.
- Big controversy with Bulverde residents trying to get their way, especially with boundary.
- Infighting among board members. Little compromise among board members.
- Superintendent more involved in sports than instruction.
- Legal battle to block cement plant from opening up. Four board members voted for.
- Dr. Oates - demographic study?
- Polling locations - redone, but weren't fair originally.
- Gone to electronic voting equipment - good.
- Board has been receptive since credibility problem of last year.
- State Board of Education will not allow new district to be created unless minimum of 8,000 students is achieved. Some tried to lobby board to get state law changed.
- Board member moved from lake area to Bulverde - no longer have board representation.
- Board is split, indecisive, not always well informed, self-absorbed.
- East-west division on board very obvious.
- East says our problems are "west side problems" (a Smithson Valley problem.)
- We have no strategic planning that is obvious to the public.
- Superintendent not taking leadership role.
- Central office still acts as though CISD is a small school district - moves too slow.
- Each central office administrator wears too many hats to wear any one well.
- Site-based appears to be operating.
- Insufficient data provided to members prior to meeting.
- No one trusts the board.
- Voted four times on grade 7 alignment for middle schools.
- No credibility.
- Temper tantrums by Board of Trustees at meeting.
- We need more representation on the board from the west side. Some members represent 1,000 patrons, while others have 3,000 patrons.
- One board member lives on the east side and represents patrons on the west side.
- Board has too much power and not enough sense. (California boards have very little power.)
- This district needs to be split.

- Board has passed decision-making about school planning and bond recommendations to groups of parents and patrons who are not necessarily qualified to make such decisions. More recently, the board president has passed the buck to the superintendent who will not listen to patrons or logic in studies regarding school growth and planning, and recommendations for bonds to accommodate growth and problems with overcrowding.
- Board is so divided because they represent divided communities. They are too territorial and not informed enough about what is good for education. District board lines are based on 1990 census result on the west side (with population explosion in mid-1990s) being under-represented.
- Recent vote on bond proposal was so unfair and based on politics, it was not legitimate information we were waiting for (\$60,000 demographic study and architects estimates). Vote was 5-2 split, but the two dissenters were from the west side and were representing more folks. They were being labeled as the bad guys when they were the only ones standing up for all the district's kids.
- Superintendent lacks leadership qualities needed for the mess in this district.
- Central office has hired new personnel (positions) even though the district is in a financial crisis. New positions should have daily, direct contact with children.
- This district has no unity and historically never has from its birth. This problem grows. Only band-aid attempts at equity. We need to split. New Braunfels thinks this side is a stepchild.
- We need help changing the state law to make it possible to split this unwieldy district. Laws are prohibitive as they now stand (25-percent voter turnout, 8,000 minimum students in each split part).
- Board doesn't look to the future. Opt for inexpensive, short-term solutions so they can say they stayed under budget and look good politically. But, it's the wrong answer for the district and it ends up costing more in the long term.
- The district needs to manage - not to react.
- Superintendent needs to be a business manner - not an educator.
- Nobody in the district holds anybody accountable.
- Board is split.
- The district has spent \$5,000 for an attorney to fight the cement plant. The attorney said the work would cost \$35,000. Where is the rest of the money coming from?
- If the bond had passed, we would have filed suit because of voting procedures (standing near balloting place, etc.)
- County should run election.
- Comal is an excellent district. The quality is stifled by the bond election.

- Would prefer more schools. This would allow more opportunity for kids to excel in sports.
- President of Board of Trustees is fantastic.
- Board and superintendent still seem to operate as if CISD is a small, slow-moving district.
- The board needs to pass more authority to superintendent or meet more often. They spend too much time in meetings taking care of mundane issues.
- The board and superintendent should pass on more things to the professionals.
- There are too many details for ordinary board members to understand. They need to be better trained.
- A lot of housekeeping in current board agendas - why are they dealing with this here?
- Board meetings take too much time which stifles input from people.
- The CISD has single-member voting districts for board members. Some voting districts are seriously underrepresented. This snowballs into apathy. At the last election, the district had less than 10 percent-voter turnout.
- They should establish a quorum for elections.
- Problem - district elections don't coincide with other elections. At one location with 1,521 registered voters, six people voted.
- The best use of resources would be to split the district and annex it to surrounding districts.
- Very happy with administrator's responses to problems and comments.
- Leadership is absent. No one seems willing to take the lead.
- Schertz-Cibolo seems to be responding to growth in a way CISD does not.
- The way decisions were reached is questionable - no one can rely on this board.
- Professionals and administrators are underutilized by the board and superintendent.
- In some situations, professionals are not providing the information that should be readily available to the board.
- I am very pessimistic about the current board.
- I haven't attended a board meeting since last spring because they're a waste of time. Board members already have made up their minds. Not one vote was changed due to public input during the meetings.
- Board members are more interested in their neighbor's opinion than in what's good for the district.
- Every time an issue comes up, the board threatens they will take away the homestead exemption.

- Voters were three to one against the bond. It wasn't that they were against the bond, though, it's how the board and administration handled it.
- The board is not responsive.
- The board has trouble saying "No." They make bad facilities decisions.
- Superintendent puts kids first - the board should do the same.
- The board is making decisions that should be made by those hired to be the education specialists. Parents on the board and on committees view all decisions on what is best for their individual child - it goes with being a parent. Educators must make decisions based on what is best for all aspects of managing a school district. Rule by committee is not effective.
- The board and superintendent are not going to Austin to fight for more funding for the district.
- The superintendent should be more involved in getting CISD more money.
- CISD central staff should be visiting the schools, talking with the teachers and parents. The children's education should be coming before *anything* else.
- Campus improvement plans are good because they are adaptable.
- Any faculty member has an opportunity to be on a site based decision-making team.
- Board needs to either 1) give superintendent more power in making "routine decisions" or 2) meet more often to deal with these minor decisions - meeting agendas are often too ambitious resulting in less attention on later items.
- Site based decision-making teams have *NO* authority to make any decisions and serve only in advisory capacity on instructional issues only. CISD does not have *any* site based decision making, *esp. on technology issues*. Nor do campuses control tech. funds.
- One bond issue failed - trying again, but board is not cohesive - dissention among board is raising doubt in public's minds.
- Taxpayers in some areas feel they are underrepresented. If an area is more populated they are better represented while less populated areas are forgotten.
- Biggest concern heard is that the district needs to have a direction. They are not even sure they care which direction. They just want clear, decisive leadership.
- In the past the district has used committees to help, however at the moment no committees exist. District may be out of touch with what the taxpayers want.
- Not aware of any long-range planning.
- It may be wise to delay a date for a bond election.
- I am concerned that this district purposely ignores the input from its professionals at the campus level who are best qualified to

know what services and equipment are needed and who are most affected by the decisions of the central administration.

- I doubt that many of the people at the central office have the welfare of the students in mind when making decisions.
- This district refuses to recognize the fact that its campuses serve different populations and have different needs.
- I cannot support a bond issue when I am dissatisfied with the way that money was spent. Enough with the central office renovation and upgrades and hiring!
- The district paid \$60,000 for a demographic study. The board hasn't done anything with the study.
- The board doesn't listen. Everything is "in one ear, out the other."
- The board has seven members representing three diverse communities. We've been "beating many heads against many walls for many years."
- The western part of the district isn't getting a fair share of representation. Their board member represents two times the number of people that the New Braunfels board member represents in New Braunfels.
- The superintendent came up with a good, compromise plan to relieve overcrowding at the board's request. As soon as the board figured out that it would involve redrawing attendance boundaries, they went from 7-0 in favor to 3-4 against.
- One board member has been heard at board meetings saying:
"Don't talk to me. I won't listen."
"This equity business needs to be laid to rest."
"It's never been about making the two high schools equal."
- The western side carries the majority of the tax base, but they don't have equal representation.
- One board member said, "I'll be damned if they ever put a school in Bexar County."
- The current issues with the board are not new - I've lived in the district 28 years, and it's always been this way. Look where Canyon High School was built - there has always been a trend to building schools in the east.
- The split in the district committee is "temporarily defunct" because of the upcoming bond election. Attorneys have recommended waiting until the next legislative session to try to get the law changed.
- I think that splitting the district between New Braunfels and everyone else would be a very viable option.
- The superintendent's parent committees are assigned to study problems that are administrative. A parent committee was told, "You go tell parents at Canyon High School that they're going to put 300 more kids from Smithson Valley High School there. I'm not going to do that."

- I think that the superintendent is very afraid of lawsuits after losing the teacher suicide lawsuit, so he's not willing to speak up.
- The superintendent is not supported by the board. For example the president asked the superintendent to do a study on the problem of redrawing boundaries. He came up with a good plan. Every board member except Robert Lake proposed changes, which were all approved by the rest of the board.
- The superintendent has become frustrated because the board will vote one way, then change minds and vote the other way on the same issue.
- Board vice president is the problem. He was quoted in the San Antonio Express-News as saying "I don't want a new high school." It shouldn't be an issue of what he wants.
- In the summer of 1996, the board paid Turco to do a phone survey of opinions in the district. In January of 1997 the board said, "We have no idea what the people of this district want."
- One board member has been quoted as saying, "It's dangerous for too many parents to have the facts." "Do not share that information with the people." "Facts are deceiving." She also asked a parent during a board meeting, "Would you like some cheese to go with your whine?"
- The board doesn't listen to staff input. The Smithson Valley High School staff stood up at a board workshop to express opinions. Before he allowed them to say anything, the president said he wouldn't let people "clap, stamp or anything." After a little while, he asked, "How much longer is this going to take?"
- One board member (who was on the majority) said to another (who had voted in the minority) after a vote, "Thanks for stabbing us in the back."
- Board members and central office personnel should be required to spend time at the schools. They just don't know what's going on, or what the issues are.
- There's a big issue of listening versus hearing by board members. The board is compromising kids' education for politics.
- We should sue for equality among the schools so the judge will tell the board the schools must be equal.
- Site-based decision making at Smithson Valley High School does not work for anything that requires action outside the school. Any recommendations the campus makes to the central office gets dismissed.
- Parental involvement on the site-based decision making at Goodwin Primary School or Fraizer Elementary School is not good because parents aren't notified in time for meetings.
- Parent participation on site-based decision making at Canyon High School is very limited (one parent on group). The meetings are not well-publicized, and people don't know that they're open.

- At Bulverde Elementary School and Comal Elementary School, one-third of the site-based decision making committee consists of parents.
- Many parents at Bill Brown Elementary School want to be involved in site-based decision making.
- I had a question for the head curriculum person. I left four messages for her and she never returned my calls. I finally gave up.
- The business office is very responsive.
- The board members are only concerned with their personal agendas.
- Some board members bring solutions, others only sit back and critique all suggestions.
- The board members don't have an educational background, and some don't have kids in the district.
- The board can't make decisions and there is no consensus.
- Even when the board makes a decision, they don't stick to it.
- The superintendent avoids making recommendations or decisions.
- The superintendent is listening to too many different opinions and doesn't provide leadership.
- The superintendent is good at listening to principals.
- The superintendent has the best interest of the kids at heart.
- The board hasn't explained the impact of bonds on the taxes of the elderly. They don't know that increased taxes won't affect them.
- Board members should come visit the schools. Most don't.
- They should eliminate the homestead exemption. Someone needs to take a leadership role on this issue.
- The superintendent came in to a bad situation and has been trying to play catch-up.
- The district is always reactive, never proactive.
- There are serious trust issues. Some of the things that were promised in the last successful bond issue weren't delivered, and then they were brought up again in the next bond that failed.
- Not enough information comes from the board. The board is not forthcoming and is shirking commitments.
- It might help if the central office was physically placed in center of the district rather than being on the east side.
- The district has to learn to say it's sorry.
- District misrepresented the impact of bond issue on the tax rate. Later they admitted it.
- For the last bond election, a clerical error was blamed after concerned citizens asked for three weeks about the true price of the bond.
- There are too many administrators in central the office.
- Discrimination Law Suit - In 1992, the board hired a lawyer to investigate discrimination charges. It cost \$60,000. Then, when attorney found out too much - the superintendent fired and sued the

attorney. He didn't tell the board what he had done. On the attorney's recommendation, the board voted 7-0 to punish the administrators. Then, on the second vote, when they should have voted to actually punish the administrators, six of them voted not to. The attorney found discrimination at five campuses. What happened? Settlement?

- Placement of new high school.
- There is little oversight on how campus instructional monies are spent. How much of this money actually trickles down to the students?
- There was a suicide of a Smithson Valley High School student three weeks ago. This student was noted as suicidal last year and was supposed to be receiving special counseling twice a week per the ARD that was developed in conjunction with his parents. He was only seen once this year before his suicide because the counselor who was assigned to him didn't have time to see him.
- The leader of curriculum and instruction at the central office is not strong and doesn't listen to ideas or suggestions.
- The special education support from the central office is very good and responsive.
- The district has not responded to past growth and is not responding to current growth.
- There is no plan for dealing with growth. No planning objectives.
- One board member has done demographic projections year after year that are remarkably accurate; more so than the demographic studies the district continues to pay for.
- As for having a bond issue in the near future: do you think people will rush to the polls and vote for a bond issue when there is a \$1.77 tax rate?

Appendix A

PUBLIC INPUT SUMMARY

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EDUCATIONAL SERVICE DELIVERY AND STUDENT PERFORMANCE

- Comal ISD is not using its projections to estimate requirements for teachers and classes for the following year.
- Comal ISD has no board policy regulating the number of students per classroom for grades 5 to 12.
- The district has high turnover in the special education diagnosticians at the middle and high schools.
- The district does not have Individualized Education Plans tracking the progress of special education students.

- Comal ISD has a good special education program.
- The gifted and talented program needs a lot of improvement.
- Comal ISD has good teachers.
- Board recognizes and is acting on the need for more elementary schools.
- The district is achieving good results. It has a low three percent drop-out rate and a high percentage of students completing the SAT / ACT.
- The district has highly qualified dedicated personnel.
- The district's curriculum has resulted in solid Texas Assessment of Academic Skills (TAAS) performance.
- TAAS scores are really improving.
- The district is child based with the philosophy that all children can learn.
- Comal ISD is a great promoter of the fine arts. The district is one of the few districts in the country that has an elementary theatre program.
- The longer we keep them - the dumber they get. TAAS scores are ok in lower grades, but by high school, they get much worse.
- Look at the money spent on athletics and the number of students participating in athletics. A lot of money for a few students.
- There have been several fights over whether children would be allowed to graduate even though they have not met the requirements. The first time, it was a group of Hispanic parents making the request. They were told "no." The second time, it was a group of Anglo parents. They were told "yes."
- High performers here need remedial classes to get to college.
- How many out-of-district students attend this district (because their parents teach in CISD)? Some suspect this contributes to the overcrowding problem.
- Something about an ADA scam - when one equals five?
- Smithson Valley High School added a special education facilitator to help with ARDS. It works well.
- Canyon Intermediate had one special education class with 10 students and one teacher. When, the teacher left, the students were sent to the book room.
- Career and technology courses are there, but lack necessary equipment.
- The district regularly monitors, adjusts, adds to, and evaluates the effectiveness of all our programs. I think we do a good job.
- Concerned that Title I programs are cutting off subject area time (science). Why can't they receive Title I services for the subject they are missing.
- Have not seen last year's TAAS scores yet. Supposed to see them at end of October.

- Title I Handbook states that the program is geared to low income population, not academic needs - why?
- Grades 5 and 6 - quit issuing homework (board directive) because it was perceived to be unfair that some parents helped and others did not. Don't like this - expect children to have homework.
- As new curriculum guides have been developed district-wide; this has helped focus our curriculum.
- Distance learning
- Size (varying) of schools results in different (unequal) curriculum offerings.
- Curriculum not coordinated for subject areas - not enough administrative staff to do this. (Have one for math and science.)
- Monies spent per student on east side of district appear to be greater than on west side of district. Just compare the "Report Card" report (counselor to student ratios, student to teacher ratios).
- Not enough books for students, i.e., twins that have to share books at high school. What happens to lost books?
- I love my teachers!
- Our teachers, counselors, and administrators are overworked and underpaid. Good ones are leaving in droves. Morale is down, because of lack of support and leadership from board and central office. In general, teachers do a good job with curriculum and special programs considering poor circumstances.
- Gifted and talented and fine arts programs need expansion.
- Schools have tight control for supplies used by teachers (CISD credit). The schools are not wasting money at the school level.
- Some required programs aren't much more than on paper - Gifted and Talented.
- Get rid of multi-level classes. The vast majority suffers. I am a product of this from the 1970s. It doesn't work. Our hands are full enough.
- Special education at central office runs even more scared of the laws than most districts.
- Teachers, administrators, and paraprofessionals leaving or wanting to leave. This is and will destroy us. I have a 10-year old - help. Salary is the main problem and predicted change in high school. Even those who don't find other jobs and stay affect morale, etc.
- The career and technology program is very bad. The district teaches all students as though they are going to college. The district needs to prepare the students who are not going to college.
- Large schools cause kids to get lost in the shuffle.
- Very little available for gifted and talented students, and the program is not very focused.
- The teachers and administrators have good intentions for the gifted and talented program. But when funding problems, Gifted and Talented is one of the first to go.

- Very happy with Canyon Middle School. They do a very good job with the resources they have.
- There's too much emphasis on athletics.
- To participate in extracurriculars, students must pass but everyone can ride on last year's grades until first reporting period is over. This is done for football.
- Not sure coaches have proper training in safety. I heard two kids died from heat exhaustion in Kansas. Coaches need to know where to draw the line.
- 2,000 students are too many for a high school; this should be considered an absolute maximum, "crisis level." 1,500 students are far preferable; after that, students lose the ability to participate.
- TAAS should be given very early in the year to measure true learning - retention from last year.
- Too much attention to TAAS scores - this is only one test given during the year. (Others agree, adding, "most of the time it is *so* stressing for the students.")
- What about the cost of an alternative school as compared to the cost of ombudsman doing it?
- Many gifted students do not have access to programs to help them reach their potential.
- Science education needs considerable improvement at the elementary level. This is one of the chief weaknesses in the K-6 curriculum.
- The state dictates TAAS emphasis - but the objectives tested are appropriate.
- How do counselors work with students to prepare them for college?
- In some cases the teachers are photocopying chapters of the books to hand out to their students, a practice which has occurred in previous years as well.
- My students *could* be using graphing calculators and computer- or calculator-based labs (with probes for data collection) in science, using proven educational technology that accomplishes clear educational goals for a small fraction of the money being spent on "wiring" and maintenance of the network and lines.
- We are so far out of compliance with Gifted and Talented guidelines, well, it's not hard to see why CISD doesn't have a tradition of academic excellence. Where is the G/T allotment being spent?
- Why are parents allowed to waiver students into honors classes, which by CISD's plan makes those kids gifted and talented? Where are the services for those kids who are genuinely gifted and talented but are not even identified to their teachers as gifted and talented?

- Honors and Advance Placement classes are scheduled during athletics in the high school. Kids have to choose one or the other.
- This district runs on what the coaches tell them to do. When they were discussing the problem of what to do with the middle schools, they asked the athletic director what they should do.
- Teachers are buying textbooks for their classes.
- One student couldn't get in to see a counselor to set up her schedule, so she went to each teacher and got waived into the classes.
- Superintendent said he couldn't guarantee what the academic courses would be if they split the two middle schools into grades 7 and 9; concern that ninth grade wouldn't get the credits they'd need to get a college-bound diploma.
- What makes this district think they can handle two ninth grade campuses when they can't handle one?
- The Smithson Valley High School principal told one mother, "I want this campus geared for Texas schools except for Rice." He also told a group of students that he didn't want politically active students on his campus.
- A math teacher at Smithson Valley Middle School is the athletic trainer. Whenever she gets paged, she immediately leaves the math class and tells a student to watch the class. (She left the class to attend to a compound fracture.)
- Smithson Valley High School has great academics.
- The theater class at Smithson Valley High School is in the cafeteria while lunch is being served.
- Smithson Valley High School doesn't offer the classes that Canyon High School offers. For example, no Latin at Smithson Valley High School.
- There are not adequate facilities for special ed. They hold class in a converted closet at Smithson Valley Middle School.
- Substitutes for special education or inclusion classes don't receive any special training.
- Spring Branch Middle School should be a poster school. I'm very happy with Spring Branch Middle School. My daughter gets to use computers. The grades at Spring Branch Middle School went up when compared against the national percentile.
- I'm worried about my little sister. Self-motivated kids like me make it; we're going to lose the less motivated kids like my sister.
- Every year there aren't enough textbooks so kids can't take textbooks home.
- Before they get out of grade 4, kids who attend Rahe Primary and Bulverde Elementary Schools have been subject to two totally separate philosophical environments.
- Math and science curricula are neglected.
- The schools need more counselors and administrators.

- Communities in Schools (CIS) help with crisis situations. About half of the campuses have a CIS person (Arlon Seay Intermediate School and Bill Brown Elementary School share one)
- Support from the special education department at central office is good.
- We are getting so many special needs kids, we're running out of space for them at Rahe.
- Special education student numbers have increased dramatically.
- Possible reasons for high numbers of special education kids include the fact that some programs aren't good in the early years so they are creating deficiencies among students. Also some schools may be over-identifying in hopes of avoiding low TAAS scores. Also, kids are being identified very early and then never being taken out of the special education program.
- One kid wanted to go into Special Education so school would be easier. His only concern was whether having been designated as Special Education would affect his chances of getting into the military after graduation.
- At high schools, the number of kids that can go to the self-paced lab were limited.
- If a kid signs up for an honors or Advanced Placement class in high school, they are automatically added to the Gifted and Talented roster.
- At the elementary level, they're identifying the right kids as gifted and talented.
- Kids are getting shortchanged in Gifted and Talented. The Gifted and Talented curriculum is not aligned with the regular curriculum, so kids who go for Gifted and Talented class come back and are behind.
- Classes are too big in all but primary schools. Elective classes are generally small.
- One elective teacher said that another teacher in a required class says, "Everyone showed up for my class today, and I don't have enough desks. Can I send some kids to your class?"
- The two administrators who remained at Smithson Valley High School this year made the transition to a new administration very smooth.
- Need more emphasis on work skills.
- Too much emphasis on TAAS.
- The district hired a doctor for the district (on a contract basis) so that the district can write students' prescriptions.
- Numerous complaints about discrimination and inconsistent application of rules.
 - - Hispanic kids sent home because shorts were too short even though Anglo students had same-length shorts.

- - Hispanic kids got in trouble for fighting, even though Anglo students did not.
- A child was knocked unconscious during physical education baseball at Mountain Valley. The child returned to play and went to his next class. A nurse was called. His mom was called. EMS arrived (it had been 70 minutes since the accident). The child was Starflighted into San Antonio. The mother asked for two things: a full-time nurse at the school and for the \$8,500 in hospital bills to be paid. The nurse is in place, but the district has not paid the bills. The district should pay the bills. Why didn't the PE teacher know how serious the injury was?
- My first grader at Rahe touches a computer every other day. My eighth grader doesn't ever touch one.
- Ninety percent of the time, at least one-half of the computers at Smithson Valley High School are down.
- Money for lab equipment, calculators, and other non-Internet equipment is not available to teachers, no matter what the use or necessity.
- This year's grade 8 class has moved five times in four years. In grade 5, they were at two campuses. In grade 6, they started out at the two campuses and then were moved to Arlon Seay Intermediate School for half the year. In grade 7 they went to Smithson Valley Middle School and then were moved to Spring Branch Middle School in March. In grade 8 they were moved back to Smithson Valley Middle School after the board members changed their minds five times.
- The elementary curriculum position was open for five years. It was finally filled in 1996/1997 and the person is having to catch up.
- GPS is without an administrator if the principal leaves the campus.
- Over-crowded classrooms.
- We would be supportive of K-6 campuses.
- At Smithson Valley Middle School, physical education classes sat in muddy hallways with a broken glass door for a year (whenever it rained.)
- The board is in favor of big high schools because they want to have 5A football.
- Two board members have kids at Canyon High School. When they were talking about putting 300 more kids at Canyon High School, they said "That'll never happen."
- Don't know where comp education dollars go. The alternative school doesn't get any.
- Look at the programs in schools (special programs that are initiated by federal and state grants). If the state wants to continue these programs, the state should continue funding them, not the taxpayers. If programs are not filled to capacity should that class continue? OR should they be cancelled?

- Teachers and principals are scrimping any way they can and using their own money. Each teacher receives a quota of paper. When they run out, they run out.
- All substitutes only receive two hours of training, although the district claims they receive two days.
- The only way we can get additional staff is if there's a crisis situation.
- Most teachers are happy.

Appendix A

PUBLIC INPUT SUMMARY

During the course of the review, the TSPR review team collected public input during several public forums, focus groups, and individual interviews. **Exhibit A-1** below summarizes these.

Exhibit A-1
Summary of Public Input Sessions

Session	Location	Date
Public Forum	Canyon Intermediate	10/13/98
Public Forum	Arlon R. Seay	10/13/98
Public Forum	Mountain Valley	10/13/98
Parent Focus Group	Bill Brown Elementary	10/29/98
Parent Focus Group	Mountain Valley	10/29/98
Business Focus Group	New Braunfels Chamber of Commerce	11/12/98
Teacher Focus Group	Spring Branch Middle School	11/5/98
Principal Focus Group	Smithson Valley Middle School	11/3/98
Interviews	Phone and in person	Ongoing throughout project

These comments illustrate community perceptions of the Comal Independent School District (CISD), and do not reflect the findings or opinions of the Comptroller.

FACILITIES USE AND MANAGEMENT

- The high schools are overcrowded, i.e., too many portables and not enough lockers and sidewalks.
- Comal ISD has located all of its schools along the same highways resulting in major congestion.
- The design of the grade alignment (primary, elementary, intermediate, middle, and high schools) requires students to change schools too frequently.

- Taxpayers view intermediate schools as a waste of money. Why build a school to house only one or two grades, when you can build a school to house three grades?
- The septic system at the Mountain Valley Intermediate and elementary Schools is not large enough to handle any more additions.
- Comal ISD keeps its facilities clean and well maintained.
- Check on findings of recent A&M facilities/ demographic study.
- There are many empty classrooms in CISD (example during summer, when classes are in the library, etc.) The district should use these more efficiently. It could help with the capacity problem.
- RE: site selection for the new school. The board met early one day to visit the site. It looked fine. At the next meeting, they were told that a better site had been found and that they should vote on it. Some were concerned about the switch because they hadn't seen the second site. The aerial photograph High School of the two sites were taken the same day. The architect said only 20 acres were needed. The second site was for 60 acres. Why so many more? Who benefited from the bait and switch?
- The district had to move a lot of ground to build the new school on the 60 acres. Ground not level - expensive to develop. Was this considered?
- Schools are poorly built. After one year, there are holes in the parking lots. Either Arlon Seay or Rahe.
- Contractors don't clean up their mess at the end of the day. Holes and rebar are left for students to hurt themselves.
- The district added 26 classrooms on pay-as-you-go. Fast and good price. Better than debt. CISD has dollars it can use.
- There was an illegal trash dump behind one of the schools (Smithson Valley Middle School) for years (lockers, weights, epoxy, tires, paint, etc.). They burned the trash. It was recently closed by Texas Natural Resource Conservation Commission, but there may still be asbestos under the ground. The maintenance director claims it was only there for one month. The county fire director and the reporter (with aerial pictures) say it had been there for seven years. It was there for a long time.
- The architects get to keep the plans. It's in the contract. So, the district has to pay for new plans each time they build a new school.
- The cost of the plans is a percent of the cost of the building. Doesn't this encourage the architect to build an expensive building?
- The contract is bad. It includes only a one-time fine for \$1,000 for non-compliance. Get a copy of the contract.
- Why would the district build two schools next to each other (Mountain Valley) and put the nurse's office on opposite ends. Doesn't make sense.

- There are allegations that the district redrew attendance lines to create overcrowding.
- Something about janitors seeing waste.
- Something about lead-contaminated water.
- Something about missing dome dirt.
- Something about false insurance claims when the roof under repair leaked.
- Something about 55-gallon drum chemical spill - just cover it with dirt.
- Approach to maintaining facilities is a band-aid approach - not efficient.
- Too many portables.
- Bulverde Elementary - water problem (ran out several years ago, district dug new well, water is brown and smelly), septic problem, and one portable is/was a fire hazard.
- Brown - no playground.
- Rahe - drainage problem.
- Canyon Intermediate - cafeteria floor leaks.
- Mountain Valley Intermediate School - roof leaks.
- Sometimes slow, because (1) understaffed and (2) schools don't have dollars to pay.
- Each school used to get dollars for campus maintenance. This was taken away a few years ago. Now the schools get no money for this, but they are expected to pay for all maintenance. Repairs are slow in getting done because the schools have no money to pay for them.
- Attendance boundaries unfair (others agree).
- We are 4th fastest growing district. This puts a strain on *all* facilities.
- Would like to see a more long-range focus. Focus should be clear and maintained (building - facilities).
- Maintenance (central) are wonderful! Great custodial services!
- Make current high schools larger. Build more elementary schools.
- Larger high schools will help prepare for college.
- Need to be on a "pay as you go" approach for facilities. Can voters dedicate 10 cents of the debt tax rate to pay for construction (not debt service) fund?
- Unwilling to change grade configuration to avoid new school construction.
- Turn intermediate schools into K-6.
- Grade 5 has 400 kids per class.
- There is no recess for grade 5 because there is no playground.
- Future growth not figured into building size.
- CISD needs someone at the central office that understands construction

- CISD does a wonderful job with school maintenance / management
- Septic and water resources at Smithson Valley High School won't hold any more kids. Sewer stinks at Arlon Seay Intermediate School too!
- Gray water at Arlon Seay Intermediate School and Bulverde Elementary is running into open fields and playgrounds.
- Road to Arlon Seay Intermediate School not properly constructed from front of school to Hwy. 46. Bid it - wrong time to pour surface - bailout. Oil seeps.
- We feel contracts are issued to some things by the "good old boy" system out of New Braunfels.
- Electrical outlets at Bill Brown Elementary School are substandard - probably used to save money but requires a fight to plug in anything. Also seen blown fuses.
- If there was a fire at the high school (or any sort of panic) - big trouble.
- Halls in high school go one way.
- Girls in high school can't go to restroom - not enough facilities.
- No American Disabilities Act Compliance with facilities.
- Rumors abound of students grabbing and groping in overcrowded hallways at Smithson Valley High School.
- Students are injured in falls on crowded stairways.
- Why does Smithson Valley High School not have an equal number of students as Canyon high schools
- Why does Canyon High School have six tennis courts and Smithson Valley High School, the larger school, have four tennis courts?
- Need more parking space at Smithson Valley High School.
- Why does Smithson Valley High School have to play all "home" tennis matches at Canyon High School? (no courts)
- Why does Smithson Valley Middle School and CMS have four tennis courts and Spring Branch Middle none? (yet we have money for a football field)
- Arlon Seay Intermediate School needs outdoor playground or play fields No recess!
- Spring Branch Middle School tennis courts were cut from plan / due to overages. Why cut tennis courts? Next time no football field?
- Most folks out here in the west moved here specifically for the medium-sized schools as opposed to the mega schools of San Antonio. They are willing to pay taxes for more facilities. Latest architectural estimates show negligible savings.
- Check the Turco and Associates study from 1996. It says a lot and CISD paid a lot for it and never used it.

- Facts support new facilities but board tries to second guess voters they assume the votes won't pay for new schools but the board won't tell them facts about new schools being cheaper and better in long run (see Scott Watson's proposal).
- 5A football is not a good reason for expanding Smithson Valley High School. The land has maxed out its carrying capacity, i.e., traffic, water wells, septic, etc.
- No child should have to attend six different campuses just to graduate from high school. Get back to Pre-K-6, 7-8, and 9-12 now!
- The district hired demographer. But, before the demographer finished his report, the district decided to renovate Goodwin primary. Then, the report came in and the report said that it would be better to build a new school rather than renovating Goodwin, it was too late because renovation had already started because parents complained. Renovations were not part of master plan, rather a response to a squeaky wheel.
- The district found \$2 million to renovate Goodwin, moved students into portables, started work, but hasn't done anything in months.
- The employees run the district. They set the calendar so there is no break first semester and two week-long breaks second semester. This doesn't make sense from a business perspective. The district would save more in utility bills if it closed during the hot months. Instead, the district plans its breaks so that kids do better on the TAAS.
- The district should run crews around the clock to get work done.
- All exterior lights are left on at Canyon Intermediate 24-hours a day. It looks like a Sac and Pack, and it's a waste of money. Other schools, like Goodwin and Frazier, turn their lights off at night.
- Schools not maintained well. PTAs buy stuff for schools (landscaping, etc) and schools don't maintain it. It's wasteful.
- People put tacks in the wall - it's unacceptable.
- If we build schools, more people will come.
- The district builds unnecessarily expensive schools which don't need glass blocks, patterned floor tiles, etc.
- The bond included American Disabilities Act retrofits for new buildings. These should have been done as part of the initial contract. District should not pay extra for it.
- A special concern is : overcrowding from developments along I-35, Gruene.
- We need to plan for our future. We are crowded as it is.
- Bad management when CISD stops construction of a school in midstream.
- Why do we build schools that peak out in capacity soon after opening? The growth trends have been evident for years.
- Have money to staff and support new schools.

- Is scheduling and student/teacher ratios part of the overcrowding problem?
- Can't Canyon High School be expanded cheaper than building a new school since they already have the land?
- Would year-round schools relieve overcrowding?
- It would be good if someone from the community or perhaps a retired person could be used to oversee the work of the architects and contractors to be sure CISD get their money's worth.
- High school (expand or build new one) is a major issue. Which will cost more? Will bigger high school = lower test scores?
- They have had a facility land use study and a demographic study, now they are trying to decide what to do.
- A high school is needed, but it needs to be put in a geographical growth area between Garden Ridge and Bulverde.
- When planning buildings such as cafeterias and restrooms, the core facilities need room for over-expansion.
- Parking lots need to be repaired at Frazier Elementary School.
- Facilities could be used year around.
- There will be serious problems at Smithson Valley High School next year. Three hundred students are graduating; there will be 900 incoming freshmen. Currently, 250 kids are in portables at Smithson Valley High School at any time of day. If the current eighth graders are sent to Smithson Valley High School next year, they will need to add eight more portables.
- Smithson Valley High School smells horrible from the septic system. The school board says all septic systems smell this way.
- Arlon Seay Intermediate School already has two portables. Why didn't they design it to hold enough kids?
- There's no playground at Arlon Seay Intermediate School. The PTA may use their funds to develop a playground on the available land. "Kids at Arlon Seay Intermediate School are getting fat."
- They have portapotties for the ninth graders.
- The fire code is being broken at Smithson Valley High School. The fire marshall has said that he won't touch that school, and doesn't go near it.
- It took four years for the well at Bulverde Elementary School to pump water.
- Portables are beginning to encroach on the playground at Bulverde Elementary School. They're also very close to the street and on the flood plain.
- They've had to level the foundation at Bulverde Elementary School multiple times.
- The sewer system stinks at Bulverde Elementary School.
- Facilities are definitely not equal. There is a definite schism between newer and older schools.
- There are too many portables at Goodwin and Frazier.

- The new buildings should be where the growth is.
- The district should consider year round education.
- The district sold the construction of a field house as a classroom. The field house was to celebrate a winning football team at one of the high schools (I think). Appears dishonest to the public. People should be told what they are paying for.
- If they redraw the attendance boundaries to make the two high school enrollments 1,700 each, the immediate problems will be solved.
- State needs to fund facilities for fast-growing districts, not just poor districts.
- Something about everybody getting a percentage pay raise, except for those on the bottom of the pay scale.
- Attendance zones need to change so that children will go to the closest school.
- When my son gets to high school, he will have to go to Canyon High School, even though there are five high schools that are closer to where we live (including Smithson Valley High School in CISD).

PERSONNEL MANAGEMENT

- Comal ISD is losing good teachers because salaries are too low.
- Comal ISD really has a knack for hiring caring, dedicated staff.
- One teacher made a statement about "here comes the Aztec princesses." He was reported to the principal who wrote a letter of reprimand that sounded like a commendation. Then, another letter showed up that was more appropriate. The teacher was put in limbo for months. The board voted on his employment five times. He's still a district employee.
- The personnel department keeps two sets of files.
- Look at the number of teachers who have left in recent years - overall and by school. People seem to expect the turnover to increase in the next few years.
- A lot of parents start as volunteers and move into paid positions. Check their credentials.
- Positions are not filled in a timely manner. If you don't stay on top of the Human Resources department, they don't follow-up with applicants fast enough, and the district loses qualified candidates. It's gotten better with the new personnel staff person.
- Compensation for support staff is lower on campuses than it is in central office. Schools lose their best secretaries to central office (they get paid more for less work).
- Texas Association of School Boards did a salary review, but nothing was done with it.

- Compensation on the east side of district is higher than on the west side (it seems to some). Maybe because east side teachers have more experience.
- The district had to hire two teachers after the beginning of the year to meet the 22:1. Enrollment projections are pretty accurate, but the district won't hire until they absolutely have to.
- District has hard to fill positions like math, and counselor. One principal has an opening for third grade teacher with no applicants.
- Employees are hiring their own bosses. At some schools, committees of teachers and staff interview potential principals. This doesn't make sense. Besides, if they are going to do this, why does the district have a human resources director?
- The district needs to reward good teachers, not all teachers.
- We need to be in line with salaries in the area ... right now we are not.
- Reward system for the good teachers.
- Personnel department is slow to act in the hiring of good people - too many "stars" have slipped away due to foot dragging!
- Central office needs are met first Smithson Valley High School has three counselors with 1,700+ students.
- Good school office staff is lost to the central office for higher salaries - good people in the school should be kept there - with salaries increased there!
- Who hires teachers and what process do they go through?
- How can we recruit good teachers at this low salary? Central office upper management salaries are too high for the amount of work they do!
- Review job expectations and duties of the central office administration. Who determines the pay scale of administrators? What are they doing for this money?
- Another issue is the growing number of personnel at the central administration office while the campuses remain understaffed in key areas.
- Please examine the rate at which central office administration is growing. A reasonable guess is that the salary/benefits/"housing" costs of the central office administration and staff has *doubled* in the last 18 months.
- Hiring practices seem fair. What's the use of additional staffing if you have no place to put them?
- Salary is considerably less than surrounding urban areas.
- The teacher complaint meeting with the principal was supposed to be private. Principal invited teacher and other teachers to meeting.
- Excessive substitute teachers and substitutes not as prepared. They serve more as baby sitter for class.
- Salaries must be raised to maintain quality staffing. - the staffing guidelines are not always held.

- Teachers' salaries not competitive with school districts in San Antonio - many lost to higher paying positions in San Antonio.
- Many teachers left this past year due to the lack of direction by the board; no staff support.
- Staffing structures and salaries are not equal throughout district.
- Due to Robin Hood laws, the fast growing districts are left to fend for themselves. The Legislature needs to address problems of fast growing districts.
- No input to administrative evaluations.
- It looks like we could lose 100 teachers next year due to overcrowding. Why not go for more money.
- Teachers must sign contracts with no salary figure. Teachers find out in September what they are paid.
- There is minimal difference between a beginning teachers salary and the experienced teachers salaries. Nothing but minimal to masters.
- I could make \$10,000 to \$15,000 more in San Antonio. Career ladder has been eliminated.
- Need to get rid of average salary increases. It is unfair.
- New Smithson Valley High School principal has announced "He is a coach first, principal second." Is this the best we could find for our kids? (This is not 5A country.)
- Administration, paraprofessional and teacher salaries are below the average and found in nearby districts.
- Check equity on salaries - especially west side versus east side. Don't overlook paraprofessionals.
- All officers are from other side of the district and vote the same.
- Teachers have gone two years without a pay increase.
- We expect Smithson Valley High School to lose 40 teachers because of working conditions.
- Smithson Valley Middle School had more new teachers than returning teachers this year.
- They don't get rid of bad teachers.
- When they look at other districts regarding salaries and retention, they only compare with neighboring districts on the east side; they never look at districts competing with the west side of the district.
- There aren't enough teachers and they're not being paid enough.
- There is a bottleneck at human resources when it comes to hiring, especially in May.
- At some schools, teachers have input into teacher hiring.
- Principals at most schools are very supportive when teachers have problems.
- Too few at lower levels.
- No room for extra teachers.
- The athletic department is overstaffed
- The quality of teachers is great.

- Teachers move out of the district a few years before retirement - to increase their retirement pay.
- Comal ISD needs to allocate more funds to teachers and classrooms.
- While the schools do not have necessary staffing, the number of personnel at central office especially in the technology department has increased dramatically in the past two years.
- Goodwin has a class of 24 without an aide.

Appendix A

PUBLIC INPUT SUMMARY

During the course of the review, the TSPR review team collected public input during several public forums, focus groups, and individual interviews. **Exhibit A-1** below summarizes these.

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Teacher Focus Group	Spring Branch Middle School	11/5/98
Principal Focus Group	Smithson Valley Middle School	11/3/98
Interviews	Phone and in person	Ongoing throughout project

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FINANCIAL MANAGEMENT

- The activity funds do not appear to be well accounted for. Look into money from vending machines, ticket sales, etc. Does the district have any idea how this is spent? All at campus level? These activity funds can be used to hold schools accountable (like to pay for lost textbooks). Is this done?
- Where does ball game ticket money go? The district paid for the stadiums, it should know where it goes and how the money's accounted for.

- Staff members are reimbursed for mileage when they attend board meetings.
- One year, Texas Education Agency documented \$1.1 million in certified losses. But, the business manager wrote it in as \$2 million. As a result, the amount the district could collect from taxpayers increased. Some people see this as stealing.
- One board member asked the finance manager about enrollment. The finance manager did not know.
- When the board bought 60 acres instead of the necessary 20, they wanted to sell the other 40. Some said the district shouldn't be in the real estate business. The district decided to build two schools instead of one.
- The district has borrowed money to make payroll. Why would they do this when they have money in their fund balance?
- Students at Canyon High School have to purchase parking permits to park there. Is this right? Where do the funds go?
- The district buys expensive things - multi-color folders, glass bricks for buildings, etc.
- Some teachers and administrators have huge travel expenses.
- The district seems to spend the fund balance on all sorts of things. Like what?
- Campuses are happy enough with budget process. It is driven by site based decision-making. They have control over it. But, once this budget is finalized, the district takes money out of the school's accounts without telling them, then, the schools are over budget in areas.
- The central office asks campuses to cut their budget. Campuses use their site based decision-making process to do so. Then the central office says 'no', cut here instead.
- There are staffing formulas, but they are not used. The district can't afford to staff them.
- There's never enough money for a school! Although I am a taxpayer, I'm not sure I agree with still having such a large homestead exemption - it seems to really put the entire district in a bind.
- Resources are not allocated equitably to schools. An example is: Computers; some schools get the new computers. Each school should have same curriculum regardless of size - middle school and high school issue.
- Pull money out of the fund balance to operate this year. The Fund balance is used for payroll, etc. The district should not.
- Fund balance expenditures
 - Under-reserving for self insurance? (have passed TEA tests)
 - Paying operating expenses out of fund balance - bad idea.

- The district has recently restructured debt. After fees, it takes three years to break even. We're keeping brokers happy.
- District puts the burden of Robin Hood on the voters. The district did not attempt to reduce expenditures per student.
- The district usually busts its budget. The problem is they start with last year's budget, not actual expenditures.
- Schools spend their money wisely.
- Financial reporting is not always accurate or understandable. With the bond issue, they stated that the impact on the tax bill would be one amount but it wasn't. It was inaccurate. Thus no one trusts information being presented.
- Teachers budgets should be based on number of students taught as a major factor.
- Money seems to "shift" to football from other areas.
- The district needs more financial expertise in central office.
- The district needs more accountability in central office when misinformation goes to public and helps defeat bond election.
- District administrators get reimbursed for mileage when they drive around the district. It could be costing the district a lot of money. Should the district keep cars for these purposes?
- When did the district become a wealthy district? How wealthy is it compared to the state?
- Many people in this district don't want to pay. Taxes here are much lower than in California or North Carolina. I get annoyed at people in this district complaining about taxes.
- There is not enough money for classroom supplies.
- I personally believe there is a lot of financial mismanagement in CISD (an insider's view). (others agree; still others disagree, saying "I do not agree with the above statement for money spent at Comal.")
- Financial mismanagement needs a hard look.
- Who is responsible for overseeing contract bids? What time limits are placed on these? This is a management problem. How can the taxpayers vote "yes" for a bond increase when the public doesn't trust the board or central office?
- Raised taxes in spring. CISD was classified as wealthy district - when?
- Is the Robin Hood plan truly robbing us to the limit? Is the maximum of taxation necessary every year? Has the maximum been used for the last 10 years?
- Is the district taking funds that were allotted for one program and using them on another and then coming back and asking the school board to replace that money.
- Frequently central office personnel ignore realities of size differential and propose that funds or service be provided to each campus equally. These actions result in a failure to meet the

educational needs of our children and the goals of the state of Texas and represent a misuse of tax funds.

- I once even thought that the 20 percent exemption should go, but I'm afraid that all the money will end up building a new central office palace!
- Get the money to the teachers - in salaries, supplies, and the technology that the teachers want and will use!
- We house and educate new families for 1.5 years before their tax payments ever hits the schools. It's not fair.
- We don't know whether funds are spent effectively. No one tells us anything.
- One example of poor financial management: the district spent tens of thousands of dollars on the ABCD curriculum and have had teachers working on it for two or three years, but it hasn't been implemented. Most schools don't have the technology to implement it.
- We had to cut \$8,000 from our school's budget in one day - they literally called us and told us we had until the next morning to figure out how to cut \$8,000.
- We don't know if funds are allocated equally between campuses.
- Individual principals work hard to get grant money. In some cases, they get to keep it at their schools; in other cases (TIF) they worked hard only to have it distributed to other schools.
- There is a perception that money is spent on retreats for central office staff while schools go unfunded.
- What is the process for paying checks? Are they paid and then approved by the board as a formality? Are all presented to board?
- There is no way for the board to know the status on the budget. They ask, and nobody can tell them.
- Board member asked for two years how many vending machines are in the district. Finally, they were told 69 by the business manager. Then, the trustee asked how much they bring in and how it is spent. The business manager said he didn't know. Contractors with vending machine company says they will send a check to the district each month - it should be easy to add these up. How is this handled?
- The board and the district do not know the difference between a revenue bond and a tax bond.
- The district circulated incorrect information about the last bond.
- How much money is spent per student in the Smithson Valley/Bulverde area versus the money spent per student in the New Braunfels?
- Check land prices on property that was purchased for the school sites in the Bulverde area. What would that price have been if the property was purchased 2-3 miles away from Hwy 46?

- Too much money is spent on studies that aren't used, busing expenses because they refuse to redraw attendance boundaries, and intermediate schools that are a waste of money.

COMPUTERS AND TECHNOLOGY

- The computer teacher at Smithson Valley High School tried to start a parent computer booster club, but only one parent showed up to the first meeting.
- The district is penalizing the schools that had a vision in the past for improving technology. Mountain Valley Elementary School implemented their own instructional technology plan with Macintosh computers, software, and staff development. Now, the school has lost control over its program and is forced to wait while the other schools catch up.
- The technology department does not return support service calls.
- Comal Elementary, Canyon Intermediate, Goodwin Primary, Mountain Valley Elementary, and Canyon High School developed their own Macintosh computer systems. Now, the district is forcing all the schools to buy PC compatibles.
- The Director of Technology does not solicit input from schools.
- Computer rooms in elementary schools are staffed full time with instructional aides with no special training or extra pay. They are basically teaching the class, but they have no certificate, no training, and are underpaid.
- The in-district grant process is a waste of time. Teachers and principals have better things to do with their time than to write grants for three computers that they are going to get anyway. Then, they are threatened with not getting them when they say they don't want to write the grant.
- The director of technology tells schools what they will get. He told one campus that they would use Waterford Reading software b/c it was what the grant was for. The school doesn't want to - it's not even appropriate for the school's grade levels.
- The schools get computers, but no printers, no wiring, no furniture, no support, no training.
- Several schools worked hard on the TIF grant application - identifying how the money would be spent. Then, over the summer, when they were not around, the Director changed the proposal and what the funds would be spent on. Originally, the team wanted to wire only a few of their classrooms and do it well. The Director changed it to wiring all the classrooms. As a result, the electricity cannot support it, so it is not as beneficial to the schools. Also, those who participated are really frustrated. Originally, the schools were supposed to get 20 computers. Then,

told 10. Then, got three. What happened? Ask for copies and change orders.

- Campuses need to buy Bridge software to access Unisys (at \$365/station), or they have to continue with dummy terminals.
- There is no electricity to handle cable; have four drops and can only plug one in.
- District technology committee is a "Memo in Person".
- He needs to listen and to communicate importance of infrastructure.
- Teachers need technical training.
- Some teachers gave up old dial-up capability for new computers with network access. Now, the new computers may not be able to access the network, so they are without email and internet access.
- Office 97 is not appropriate for elementary students.
- Old computers won't be on network.
- Central office won't approve MAC purchases. So, some schools buy them with their own money.
- I think the district is aware of our shortcomings (due to our mostly rural environment) and is working to keep up with technology demands. We do well with what we've got!
- Mountain Valley Intermediate has TI line installed, but only one internet access.
- A brand new Compaq computer is not hooked up.
- We received \$30,000 Macintosh machines 2 1/2 years ago and are now going to PC. What should we do with Macintoshes.
- A TI line is not being used.
- We are 20 years behind - especially at the high school level. Not enough computers - newer schools are wired but others are not.
- The news director has done an outstanding job with what he has to work with.
- Computer technology at Arlon Seay Intermediate School is very impressive; sixth grader made 100 on a PowerPoint presentation.
- If you go past the seventh grade - nothing is available.
- There are no computers at Smithson Valley Middle School, except if you take comp. lit.
- The computer situation at Smithson Valley High School is horrid. We are starting a parent / teacher tech. booster club to lobby.
- Smithson Valley High School computers are always down; besides the fact they are antiques. How can our students keep up! (They are five to seven years behind.)
- Accelerated reader computer system has been down for several weeks at Bill Brown Elementary School.
- We need user friendly support on campuses from central office technology. They also need to give credit to the campus people who are doing the work, writing the grants, etc.
- District shouldn't pay for technology with a 30-year note.

- There is no site license for software. Teachers buy their own.
- Nobody at the district can repair computers. There is no on-site support. When Framer's network went down, it was down for a month. Teachers had to stop their accelerated reader program.
- There is nobody to answer the help desk. They're called the helpless desk.
- The district offers no technology training.
- The district presumes that every child has a computer at home to do homework. This is unfair.
- Instructional technology needs are ignored - all tech. Decisions are made by *one* individual with *no* educational/teaching background. Appropriate technology is ignored to focus on Internet, and many (most) classrooms will *not* have Internet access.
- District will only buy low-end DOS equipment with frequent failure rates - Macs not allowed, despite longer use and better reliability.
- Some schools - Comal Elementary - are doing well with technology, adequate equipment, and training.
- How can we keep kids from seeing things they shouldn't on computers? (Internet)
- One computer for teacher and students is very limiting - need more hardware, software, and cabling.
- Important programs like AR are dependent on more computers.
- Computers are only in individual classrooms after the computer labs were dismantled. One of three in room includes an Apple IIE!
- District needs more training for teachers.
- There is one printer for two rooms on some campuses.
- Support for teachers is virtually non-existent. Computers don't get fixed, calls to the "help" line go unanswered.
- Technology department seems to be focusing on securing money for more equipment rather than supporting the current infrastructure; hence we have teachers with equipment but with little knowledge of how to use it.
- All technology monies are controlled by one individual. For example, the State Technology Per Capita Allotment for Smithson Valley High School has been diverted from campus control to the control of the director of technology. He alone has decided how to use this money which is to pay for wiring campuses for Internet use.
- Those campuses which received a TIF grant this year will not receive their allotment of state technology funds except in limited amounts to pay for specific service such as computer repairs.
- Decisions about technology appropriate for classroom use are not made by teachers or even campus administrators, but rather by the district technology director. This individual does not have a

background in education and does not know what is needed by teachers for their students, nor does he accept input from teachers.

- I am angry that money is being spent to wire *classrooms* for Internet use. I know some of it is grant money, but this year's *per student technology allotment is going down that black hole, too*. Wire the library and computer labs, but classroom use is unwieldy and inappropriate. The teachers will tell you this - but no one will listen to them!
- One teacher came to school Monday morning to find a computer in her classroom. It had been set up wrong so it didn't work, and two power cords that were her personal property had been removed from the room. When she got someone to come back and fix the computer, he asked, "What's wrong with the printer?" When she said it was the computer, he said, "I need to go check something. I'll be back in 10 minutes." He never came back. She finally had her husband come set up her computer.
- Arlon Seay Intermediate School has a full-time technology support person. Most schools have a teacher who volunteers to do tech support.
- Trust and communication are big issues. For example, the use of the TIF funds.
- Why has a thoroughly inexperienced person in the EDUCATIONAL technology arena, been given carte blanche by the superintendent to control ALL money decisions related to technology? And why is the director allowed to *define* educational technology for our schools?
- Why are we not purchasing graphing calculators?
- Why are we not channeling money to enhance the technology in the science labs? ALL of the funding is being directed at "wiring the schools." My classes will not be using that "wiring" - it is simply NOT effective use of limited contact time with students.

Appendix A

PUBLIC INPUT SUMMARY

During the course of the review, the TSPR review team collected public input during several public forums, focus groups, and individual interviews. **Exhibit A-1** below summarizes these.

Exhibit A-1
Summary of Public Input Sessions

Session	Location	Date
Public Forum	Canyon Intermediate	10/13/98
Public Forum	Arlon R. Seay	10/13/98
Public Forum	Mountain Valley	10/13/98
Parent Focus Group	Bill Brown Elementary	10/29/98
Parent Focus Group	Mountain Valley	10/29/98
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ASSET AND RISK MANAGEMENT

- Employees' health insurance plan seems fair. They pay for employee's premium, something not all employers do! (others agree)
- Wish we had some type of disability insurance.
- Self-insured.
- Poor communication on past bond election issue that failed.
- Wrong information given about bond election.
- Incomplete information given about bond election.
- Poor voting sites for bond election.

- Poor voting times for bond election.
- Need more voting sites on 281 corridor.
- Canyon Lake had more voting sites added, but Bulverde and Spring Branch lost locations.
- The homestead exemption is hurting us financially.
- Divisiveness of various communities makes bond passage difficult because east side has little knowledge of west sides problems and vice versa.
- Bonds need to get west side of district on a even par with east side of district. This will never happen if east side keeps getting more of west side's scraps.
- Bond a few years ago was supposed to build new tennis courts (public voted for this). Instead we got a second weight room, a classroom in the boy's football building, and new office.
- Dependent coverage in health insurance is expensive for one dependent.
- Would like to see health plan for number of dependents.
- My daughter, at Smithson Valley Middle School, was injured by choir risers falling on her. It took us a year to get this resolved.
- If they put an addition onto Smithson Valley High School, I can't imagine how they can manage the construction without a major accident occurring.
- What insurance does the district have to cover legal liability?

PURCHASING AND DISTRIBUTION

- Comal ISD does not have enough textbooks for students in the middle and high schools. The district has no accountability system for textbooks. The district waited until the summer for its first audit. The district also did not have a fine system for lost / stolen textbooks.
- When the district goes out for bids, don't get many responses because people believe the bids are wired. Some vendors get the same business over and over. Usually, bids go to businesses involved with the Chamber of Commerce. Example the district needed to buy a van. One dealership was low bid, but the district bought from another. Look at how many (what percent) of vendors are from the Chamber.
- One board member works for (runs?) a long-distance company. Does the district use this phone provider?
- One teacher wanted to buy blocks for her class. The district's purchasing catalog sold the blocks for \$99. The same blocks could be purchased at Wal-Mart for much, much less. When she asked her school's administration whether she could buy them at Wal-Mart, they didn't know. Then, a central office purchasing person told her they could be purchased at Wal-Mart.

- 1. The school's should know purchasing rules.
 - 2. The purchasing catalogs should have the best pricing.
- Something about a \$3,600 baseball growing to \$23,000.
- Very difficult to buy something from somewhere other than an approved vendor (it takes an act of God). So, whether you find something cheaper elsewhere, or the approved vendors don't sell something, it's hard to buy elsewhere.
- Some vendors are timely, others aren't.
- It's a mystery as to how vendors get on the list. Many local businesses would like to, but they can't figure out how to do it. They seem to always miss the deadlines.
- The warehouse is fast. Sometimes they have poor quality, but they ask for input, and when schools say something is bad, they replace it.
- Good warehouse facilities (for service to schools).
- We grow so fast, hard to keep up with textbook demands.
- Would like to see some additional compensation given approved vendor status.
- Librarian (at Smithson Valley High School?) claimed didn't get her books.
- Not enough textbooks.
- Why is all kitchen equipment purchased from Hobart - our board president is an employee of Hobart?
- My senior at Smithson Valley High School has three classes to take without a textbook.
- Textbook person only ordered "class sets" of the new Economics books rather than one per student. This was the way the district adopted it.
- Some athletes (tennis and golf) are required to buy their own uniforms, equipment, etc., when other sports receive their equipment for free (volleyball, football, softball with some new every year).
- Pep and dance buy their own uniforms.
- Lack of adequate textbooks in Smithson Valley High School.
- Some bid items are low quality. Sometimes it is too difficult to find what you need to get for your classroom from an approved vendor.
- State purchases through General Services Commission is often higher priced because products bid by region - shipment included in price. Need to check quality of products - pricing by least three bids.
- Suppliers from outside of the district are being used when things could be purchased cheaper at Wal-Mart (then taxes would stay here and not go elsewhere).
- The purchasing agent is in maintenance. Does this make sense?

Appendix A

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TRANSPORTATION

- Transportation is a complete mess. Round-trip bus rides range from two to four hours each day.
- The district transports students in all grades (Kindergarten to grade 12) on the same bus.
- Even though the district just bought 27 new buses, it did not seem to help at all. Many of the buses are in disrepair with malfunctioning windows.
- The congestion on Highways 281 and 46 are very dangerous.

- Comal ISD cannot find enough bus drivers. The district is always advertising and has repeatedly asked teachers to volunteer as drivers.
- Comal ISD has a major problem with routing its buses. The district has too many schools on the routes. Many students have to transfer buses before they arrive at the final destination.
- Transportation is trying their best with the amount of resource available.
- The bus drivers are great. One bus driver actually called a parent at home to inquire about a child riding on his/her bus.
- When a trustee asked the director of transportation how many buses the district operates, he didn't know.
- Bus drivers carry guns.
- Bus driver swung at a student and missed and hit another student as a result. Did anything happen to the driver?
- Buses are driven everywhere as if they were the personal vehicle of the drivers. They are seen in front of stores, bars, etc.
- One bus driver drove away with a student in the door. What happened to him?
- The transportation director was detained by police for interfering with an investigation.
- Buses are frequently seen pulled over on the side of the road while the driver tries to get the students under control.
- There are not enough bus monitors in the district. Two people volunteered to do this. They received training. The district said, no thanks.
- Don't use Edulog to maximum.
- Problem is the Director of Transportation.
- Transportation doesn't know what kids are on what bus. They ask the schools for this info.
- When parents ask Transportation about what bus their kids ride, when or where they get picked up, etc., transportation tells them to ask the school.
- Transportation couldn't provide replacement route maps when one was lost at the school.
- Principals would be happy to work with Transportation to improve efficiency. Some have, but Transportation doesn't want to work with them. The bus drivers decide the routes.
- Some schools have changed their start and end times during this school year to compensate for Transportation changes in timing (Arlon Seay? Mountain Valley Intermediate School/Mountain Valley Elementary School)
- Discipline and safety on the buses is bad. Principals have offered to train drivers, but Transportation says no.
- Drivers don't know discipline policies - even those who have been around for a long time.

- Overcrowded, long trip, rowdiness.
- We are so spread out; there are not enough buses. I've heard some students have to catch the bus as early as 6:10 a.m.!
- Discipline management is good.
- Would like to see the separation of young children from older ones on the bus.
- Great drivers for Mountain Valley Elementary School!
- Scheduling - long drives on north side.
- Transportation department had a plan to separate High School and Middle School kids from elementary kids. District principals refused to consider staggered bell times.
- Intermediate schools (grades 5 and 6) are a waste; spend too much money busing the kids.
- District spends \$100,000 to \$200,000 on busing.
- There is a shuttle bus running between intermediate and elementary school; shuttling kids all over to get home. Lots of back tracking to pick-up kids.
- Not enough buses to accommodate our kids.
- Bus rides too long. Some days are 6:15 am to 6:00 pm. Need equity with ride on other side.
- Middle school always has longest waiting time (6:40 am until 5:15 pm).
- Too many bus stops - sometimes up to six stops.
- Not enough personnel in transportation office - dispatchers, maintenance, etc.
- We live 15 minutes from high school by car but my kids would have to catch bus at 6:30 am, and high school doesn't start until 8:30. School ends at 3:30, but kids don't come home until 5:15 or later.
- It is time to build schools in neighborhoods to get the heavy traffic and kids off of I-35, Hwy 46 W, and 281. (and FM 1863)
- Crowded, three kids to a seat.
- New high school.
- No seat belts.
- Bus route 418 - Bus driver is wonderful!
- Transportation director could establish more effective routes, but the principals won't let him.
- No staggered bell schedule.
- Six of the drivers that drive the Bulverde area live in New Braunfels and all six drive their buses to and from New Braunfels every day. It would be more efficient if the six could ride over to Bulverde in one bus and leave the other five buses over there.
- Transportation does not inform parents when they change routes. Young kids get dropped off early and late and it's a problem.

- Bus wouldn't drive into the subdivision to save money; instead, it dropped students off on the busy street at noon in 100-degree weather. After parents complained a lot, the district changed it.
- The district runs three full-size buses on the same exact route and times during summer school. One for regular education, one for special education, and one for a bilingual program. Each bus has three - four kids on it. When a parent asked, he was told that the district couldn't transport regular education and bilingual education on the same bus because the bilingual bus was paid from a particular grant. Nobody even cares that this is a waste.
- A bus driver yelled at a student and made her cry because the student had gotten on the wrong bus and was so nervous she couldn't remember her address.
- My daughter gets on the bus at 7:45 and is at school in plenty of time for 8:20 class start.
- We have had the same bus driver for five years. He's great.
- My son gets on the bus at 7 am and gets to school at 7:45 or 8:00.
- Last year my son had to sit on his band instrument on the aisle in the bus because of overcrowding. The transportation department responded quickly when I talked to them about this problem. They should be commended.
- Current school bus discipline problem. My son was going to be disciplined because he was defending himself from other kids. Who are they punishing? The parents.
- The discipline problems on my son's bus seemed to come from a driver who was not trained properly.
- Can anything be done about the long bus rides for students?
- District needs more schools and changes in attendance zones to have a more effective transportation system.
- Put a bus parking facility equally in three locations in a school district.
- When schools let out there is a terrible traffic problem - can something be done? (others agree)
- Because of the size of the district, kids are picked up really early. This could be a big problem.
- I drive my five kids to school (5 different schools). I drive 28 miles round-trip each time.
- I drive my two kids to school. I drive 18 miles round trip each time.
- Traffic at the 46/281 area is awful. It took me 16 minutes to get from Arlon Seay Intermediate School to 281 (two blocks) because of the gridlock from Smithson Valley High School.
- Having staggered bell times means that kids get out an hour apart and have to sit around for an hour after school waiting for the bus to come.
- I've received good response from the director of transportation.

- I have a great bus driver. He moved the bus stop to a better location when I expressed concern.
- There is good discipline on my kids' bus.
- If my kids rode the bus, they would get on at 6:15 am and wouldn't get home until 6:15 pm.
- There are 2 monitors on some buses. There have to be.
- Buses have K-12 kids on the same bus. Some are three to a seat.
- Discipline problems on the bus often gets dumped on the Assistant Principal at the school.
- Lots of older kids drive their younger siblings to school or ride with them to protect them.
- There aren't enough buses and the buses are not safe. Some drivers look the other way when they see discipline problems.
- They're trying to send kids from five counties to one grade 7.
- Whenever complaints are made about busing, the transportation department says, "busing is not mandatory. We could stop doing it."
- Transportation dept is not very responsive to our problems. We send suggestions and get no feedback from them. Too much is dictated by when the buses must run. (Note that this is not as true in the eastern part of district).

FOOD SERVICE

- The food is of poor quality.
- Food service provides average to good service.
- The electronic food service system is difficult to use.
- Students get cards for textbooks and libraries - why can't they use these for food?
- Quality has gone down as prices have gone up.
- Look into what happens during the last two weeks of the year. Seems insensitive to students and costs the schools money. Students pick out food. When no money, food is taken away and the child is given a sandwich. Some schools would like to check money first and then get food, but this is against federal regulations.
- Better nutrition, more food.
- Need adequate amount of food. Sometimes we run out for the "last" groups.
- Food is often *cold* because trays are pre-prepared. Condiments are not served. Tacos are cold.
- Kids given too many choices to avoid healthy food.
- Food is average.
- Food is too high in fat.

- Bill Brown Elementary School food service staff are very friendly and courteous. Glad to see fresh fruit at Bill Brown Elementary School.
- My child takes lunch because not enough time to go through line at high school.
- Not enough time to eat.
- They do a great job with the personnel.
- My high school student's lunch period is over just as she gets her lunch or is still in line.
- Too little food for the money.
- Assigned seating - herd them in like cattle.
- Kids wait in lunch lines almost whole lunch period. Too much food is wasted.
- Food Services needs better management.
- My daughter says the food is "gross."
- Quality of food could be improved.
- How much do children who can pay, pay for meals?
- The cafeteria in Frazier should be larger. Lunches go from 10:30 to 1:45? Why?
- There's too much junk and too much fat content in food.
- Food services is bad. New shoes and uniforms were given as part of the bids for the new year.
- A coke machine is located just outside the cafeteria at Arlon Seay Intermediate School.
- There isn't a juice machine at Arlon Seay Intermediate School.
- The food is good. They do the best they can with what they've got.
- Food services is geared towards the kids that only get one hot meal per day.
- There's a big emphasis on keeping the cost of meals down.
- Lots of money are spent on FS facilities - cafeterias are cute - kitchens are huge and more than they need to be.
- Service is good; cafeteria is clean.
- Smithson Valley High School cafeteria is too crowded to eat.
- If you get up, your seat is gone.
- Cafeterias are too crowded. Only one person serving per line. Need more staff.
- Food Services just got a new 6,000 square-foot building. 2,000 square feet of that is office space. This is too much office space. Now, Food Services says they need even more space. They don't.
- They should have built the food services building next to a high school to be more efficient/effective.
- Question amount of money spent on cafeteria facilities (i.e., glass, neon, décor, etc.)
- Skim milk is not offered as a choice in the variety of milk.
- Food Services orders food from many vendors. This is a problem. If they ordered from just one vendor, that vendor would be willing

to drop off smaller amounts and more locations. Instead, the district has to order and store unnecessarily large amounts.

- The board president works at food company (something like that). The district buys a lot from this company. The board even holds some meetings at their facility.

Appendix B

SUMMARY OF SURVEY RESULTS

TSPR administered a survey to the following four groups:

- A. Teachers and school administrators;
- B. District administrators;
- C. Parents; and
- D. Students.

Exhibit B-1 describes who was surveyed from each group, how they were surveyed, and the number of completed surveys returned.

Exhibit B-1
Survey Details

Group	Who was surveyed	How they were surveyed	Number Returned
Teachers and School Administrators	All school administrators and one-third of all teachers	Surveys were distributed through district mail and returned through U.S. Mail directly to TSPR team.	196
District Administrators	All district administrators	Surveys were distributed through district mail and returned through U.S. Mail directly to TSPR team.	25
Parents	400 parents randomly selected from all schools	Surveys were distributed and returned through U.S. Mail.	165
Students	100 students from each of the two high schools	Surveys were administered during class.	145

Below is a summary of the survey findings by survey. The tables include the number of each response to each statement.

DISCLAIMER ON SUMMARY

These comments illustrate teacher and school administrators, district administrators, parents, and students perceptions of the Comal

Independent School District (CISD), and do not reflect the finding or opinions of the Comptroller.

TEACHERS AND SCHOOL ADMINISTRATORS

In the area of District Organization and Management, the most positive responses were in regard to the statement, "CISD is organized in a way that encourages student performance."

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
CISD is organized in a way that encourages student performance	6	21	113	18	27	11	0

Teachers and administrators generally agree that the superintendent and central office communicate well with schools; however, they do not have confidence in the leadership of the board or the superintendent.

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
The superintendent communicates effectively with my school.	5	15	92	25	47	12	0
Central administration communicates effectively with my school.	5	10	82	13	58	28	0
CISD school board members make sound decisions.	5	6	56	26	67	36	0
The	5	9	57	47	51	27	0

superintendent is the instructional leader of the district.							
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The most positive responses received in the survey were in the area of Educational Service Delivery. In general, teachers and administrators agree that the district has quality educational service delivery. The one statement in the area of Educational Service Delivery to which responders disagreed involved the coordination of curriculum among CISD schools.

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
The quality of instruction in CISD is good.	4	63	115	5	8	1	0
CISD's curriculum is coordinated among all schools.	3	7	46	42	76	19	3

In general, teachers and administrators agree that the district does a good job of recruiting and hiring the best teachers. However, they feel that the district could improve salaries and benefits offered.

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
The district does a good job of recruiting the best possible teachers.	6	14	81	30	45	20	0
The district does a good job of hiring the best possible teachers.	4	19	99	19	38	17	0

Salaries are set equitably for CISD teachers.	4	0	20	11	64	97	0
The CISD benefit package is competitive with comparable districts.	5	8	61	33	35	54	0

Teachers and administrators believe that the district is doing a good job of interacting with and involving the community.

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
My school encourages community members and businesses to be involved.	5	44	115	15	13	4	0
My school encourages parents to be involved.	6	69	110	4	5	2	0

In the area of facilities, teachers and administrators are generally happy with the cleanliness and maintenance of their facilities; however, the majority do not agree that the district has set the appropriate priorities for facility additions and improvements.

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
My school is kept clean.	4	56	106	1	21	8	0
My school's facilities are well maintained.	4	42	113	2	22	13	0

My school's facilities are not overcrowded.	6	16	56	2	58	57	1
CISD set appropriate spending priorities for facility additions and improvements.	6	3	34	32	76	43	2

Most teachers and administrators also are generally pleased with the district's purchasing processes. They believe that the requisition processes are efficient, that procedures are well-documented, and that the district adheres to its purchasing policies.

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
The requisition process for obtaining supplies is efficient.	4	12	110	10	38	22	0
The requisition process for obtaining equipment is efficient.	5	10	103	19	41	18	0
Purchasing procedures are clearly documented and easy to understand.	4	13	103	17	45	14	0
The district strictly adheres to its purchasing policies.	5	19	112	46	7	4	3

Teachers and administrators agree that the Food Services Department provides good service in a timely manner, at a reasonable cost, and in clean cafeterias.

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
Food is provided with good service.	5	33	125	11	13	7	2
Waiting time in lines is kept to a minimum.	6	23	101	10	42	11	3
Food is available at a reasonable cost.	5	30	118	10	18	14	1
The cafeteria is clean.	5	42	125	10	5	6	3

In the area of Computers and Technology, most teachers and administrators believe that CISD's computer systems are better than they were five years ago. While respondents said that they have had training, concerns about district technology were evident. A majority of respondents disagreed that the district effectively uses technology to support instruction and student learning and to support and streamline administrative functions. The majority also felt that they lacked adequate support to effectively use technology.

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
CISD's computer systems are better than they were five years ago.	4	19	67	46	18	21	21
I have had training in instructional uses of	57	12	90	7	20	7	3

computers.							
The district effectively uses technology to support instruction and student learning.	3	13	62	22	60	36	0
The district effectively uses technology to support and streamline administrative functions.	5	13	60	28	57	30	3
I am given adequate support to effectively use technology.	3	15	73	7	60	38	0

DISTRICT ADMINISTRATOR SURVEY

While district administrators feel generally positive about the district's organization and management, they expressed concern that board members dealt more with day-to-day operations than with policy issues.

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
CISD school board members make sound decisions for the district.	1	0	11	6	5	2	0
CISD board members deal with policy issues rather than day-to-	0	0	9	3	8	5	0

day operations.							
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Responses to statements in the area of Educational Service Delivery are even more positive. Eighty-eight percent of respondents agreed or strongly agreed to the statement, "The quality of instruction in CISD is good," and 84 percent agreed or strongly agreed with the statement "CISD uses TAAS results to improve instruction."

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
The quality of instruction in CISD is good.	0	7	15	1	1	0	1
CISD uses TAAS results to improve instruction.	0	6	15	2	0	0	2

The strongest concerns in the area of human resources related to salaries and retention. The majority of administrators - 64 percent - disagreed with the statement, "The district is able to retain qualified employees," and 64 percent disagreed with the statement "Salaries are set equitably for all CISD employees."

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
The district is able to retain qualified employees.	0	1	4	4	14	2	0
Salaries are set equitably for all CISD employees.	0	0	4	5	11	5	0

Like teachers and campus administrators, district administrators believe that schools are kept clean and well maintained, but that they are overcrowded.

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
CISD facilities are clean.	0	8	16	0	1	0	0
CISD facilities are well maintained.	0	4	12	2	7	0	0
CISD facilities are not overcrowded.	0	1	0	4	11	9	0

In the areas of Community Involvement, Asset and Risk Management, Safety and Security, Financial Management, Purchasing, and Transportation, responses were generally positive. There were only three statements in these areas in which more people disagreed than agreed. Fifty-six percent disagreed with the statements "CISD's financial situation is better than it was five years ago" and "Students in CISD do not spend too much time traveling to school or home on the bus." Only 12 percent and 4 percent of respondents agreed to these statements respectively. Thirty-six percent disagreed to the statement, "Equipment in CISD is replaced when necessary"; only 32 percent agreed with this statement.

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
CISD's financial situation is better than it was five years ago.	0	2	1	4	9	5	4
Students in CISD do not spend too much time traveling to school or home on the bus.	0	0	1	7	10	4	3
Equipment in	0	1	7	7	9	0	1

CISD is replaced when necessary.							
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District administrator responses indicate that they feel generally positive about the district's food services program. The majority believe that the food is nutritious, the cafeterias are clean, food is available at a reasonable cost, waiting lines are kept to a minimum, and food is provided with good service. However, 48 percent disagreed with the statement, "Students have enough time to finish their meals"; only 20 percent agreed with that statement. In addition, 48 percent disagreed that lunch periods start and end at reasonable times; only 20 percent agreed with that statement.

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
Cafeterias are clean.	0	2	21	0	0	0	2
Food is available at a reasonable cost.	0	2	20	2	0	0	1
Students have enough time to finish their meals.	0	0	5	5	12	0	3
Lunch periods start and end at reasonable times.	0	0	5	5	12	0	3

In the area of technology, administrators generally believe that technology is available to them to accomplish their administrative duties and that the district's computer systems are better than they were five years ago. On the other hand, they don't believe that they are given sufficient support or training, and they don't believe that technology is well planned or implemented effectively.

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
Technology is	0	1	14	1	7	2	0

readily available for me to accomplish my administrative duties.							
CISD's computer systems are better today than they were five years ago.	0	5	8	5	4	1	2
I have been given adequate training to effectively use technology.	0	1	10	2	10	2	0
I am given adequate ongoing technical support to effectively use technology.	0	0	9	3	10	3	0
Technology in the district is well planned.	0	0	4	7	9	5	0
Technology in the district is well implemented.	0	0	4	6	11	4	0

PARENT SURVEY

On the topic of District Organization and Management, parent responses were mixed. The two statements to which a majority of parents responded positively were "The principal at my child(ren)'s school is available when I need him/her" and "I know about the different programs and services provided by CISD." There are several other statements to which parents responded more positively than not. These include, "CISD school board members understand student needs," "The CISD superintendent is an

effective administrator" and "I am involved in decision making at my child(ren)'s school." The areas in which parents expressed concern were with the board's ability to make sound decisions for the district and unwise spending of taxpayer dollars.

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
The principal at my child(ren)'s school is available when I need him/her.	0	53	68	29	10	5	0
I know about different programs and services provided by CISD.	6	21	76	11	43	8	0
The CISD superintendent is an effective administrator.	2	13	50	60	20	15	5
I am involved in decision making at my child(ren)'s school.	8	17	58	28	44	7	3
CISD school board members make sound decisions for the district.	5	8	47	41	42	19	3
Taxpayer dollars are being used wisely to support public education.	5	9	50	31	34	34	2

Parent responses to statements regarding Educational Service Delivery in the district were consistently positive. Eighty-two percent of parents agreed with the statement, "The quality of instruction in my child(ren)'s school is good." Sixty-five percent of parents responded that their child(ren) is using computers and the Internet in school, and another 86 percent agreed with the statement, "My child(ren) knows how to use computers and the Internet."

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
The quality of instruction in my child(ren)'s school is good.	2	28	108	3	20	4	0
My child(ren) is using computers and the Internet.	4	26	104	10	15	40	2
My child(ren) is taught the appropriate subjects at school.	1	36	106	6	15	0	1

Parent responses were also consistently positive to statements about community involvement. Seventy-three percent agreed to the statement "I am involved at my child(ren)'s school" and eighty-one percent agreed to the statement "I feel welcome at my child(ren)'s school."

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
I am involved at my child(ren)'s school.	0	20	100	26	15	0	4
I feel	1	34	100	9	18	3	0

welcome at my child(ren)'s school.							
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Responses to statements about facilities are mixed. While the majority of parents agree that schools are clean and well-maintained, they believe they are overcrowded. Eighty-five percent believe schools are clean and eighty-four percent believe they are well maintained. On the other hand, 64 percent believe schools are overcrowded. Responses were split on the topic of attendance zones. Thirty-six percent disagreed with the statement, "Attendance zones at CISD are well designed," and 35 percent agreed with the same statement.

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
My child(ren)'s school is clean.	2	42	99	2	18	2	0
My child(ren)'s school is well maintained.	2	38	100	7	17	1	0
My child(ren)'s school is not overcrowded.	0	15	30	13	55	50	2
Attendance zones at CISD are well designed.	3	12	45	44	33	27	1

On the topic of financial management, many parents responded that they had no opinion to the statements. However, for those that had an opinion, there were more parents who disagreed than there were parents who agreed to every statement. Thirty-six percent of parents disagreed with the statement, "The district allocates funds fairly among schools"; only 21 percent agreed. Fifty-one percent said they did not know how funds were spent and 49 percent said that they did not have input into the district's planning or budgeting process.

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
The district allocates funds fairly among schools.	1	6	29	68	40	19	2
I know how district funds are spent.	5	6	36	31	64	21	2
I have input in the district's budgeting and planning process.	7	5	11	54	61	20	7

While parents were generally pleased with the district's transportation function, they did express concern that students spent too long on buses. Forty-four percent disagreed with the statement, "My child(ren) does not spend too much time on the bus traveling to and from school"; only 29 percent agreed.

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
My child(ren) does not spend too much time on the bus traveling to and from school.	21	9	39	13	45	28	10

Parents also appear to be generally pleased with the district's food services function. They responded positively to the statements about the quality of the food, the cleanliness of the cafeteria, and the price of the food. About half of the parents surveyed believe that their children spend too much time in line and, like many district administrators, they believe that there is not enough time to eat lunch.

Statement	No	Strongly	Agree	No	Disagree	Strongly	NA
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	Response	Agree		Opinion		Disagree	
Food is available at a reasonable cost.	4	17	118	4	19	1	2
Waiting time in lunch lines is kept to a minimum.	8	11	50	25	45	26	0
My child(ren) has enough time to eat lunch.	6	7	69	7	45	31	0

STUDENT SURVEY

Sixty-one percent of students surveyed reported that they liked their school. The majority - 64 percent-believe that their teachers care about how they do. Seventy percent say that they work hard on their assignments, and 57 percent say that they are challenged by their work.

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
I like my school.	0	19	70	31	14	10	1
I work hard on my school assignments.	0	34	68	22	17	2	2
I am challenged by my school work.	0	15	67	37	14	7	5

Sixty percent of students responded that their school is clean, and 61 percent said that their school is well-maintained.

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
My school is	1	12	75	28	18	10	1

clean.							
My school is well maintained.	0	14	74	36	13	7	1

While 71 percent said that they have good computer skills, 53 percent said that their teachers do not use computers and the Internet effectively as part of instruction.

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
I have good computer skills.	0	39	64	19	19	3	1
My teachers use computers and the Internet effectively as part of their instruction.	0	1	22	40	57	20	5

Fifty-five percent of students responded that lunch time is not long enough to allow them to buy and eat lunch.

Statement	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	NA
Lunch time is long enough to allow me to buy and eat lunch.	0	4	47	11	40	40	3

Appendix C

TEACHER AND SCHOOL ADMINISTRATOR SURVEY RESULTS

A. Survey Tables

Optional

A) What is your position at CISD?

Total Responses	No Response	Teacher	Principal	Assistant Principal	Other
196	11	126	16	13	30

Other Text Responses

Response:	Total
Appraisal Staff	1
Counselor	12
Diagnostician	1
Interim principal for two months	1
Librarian	3
LSSP/Diagnostician	1
Professional	2
Project Director	1
Retired Principal	1
School Nurse	1
Special Education Supervisor	1
Specialist in School Psychology	1
Supervisor/Central Office	1

B) How many years have you been employed by CISD, including this year?

Total Responses	No Response	1 Yr	2 Yrs	3 Yrs	4 Yrs	5 Yrs	6 Yrs	7 Yrs	8 Yrs	9 Yrs	10 Yrs	11 Yrs
196	18	27	15	22	21	5	11	6	8	7	6	4
12 Yrs	13 Yrs	14 Yrs	15 Yrs	16 Yrs	17 Yrs	18 Yrs	20 Yrs	21 Yrs	22 Yrs	25 Yrs	26 Yrs	28 Yrs
4	3	7	3	6	4	2	5	6	1	2	2	1

C) How many years have you been in your current position, including this year?

Total Responses	No Response	1 Yr	2 Yrs	3 Yrs	4 Yrs	5 Yrs	6 Yrs	7 Yrs	8 Yrs	9 Yrs	10 Yrs	11 Yrs	
196	22	30	17	28	17	13	13	5	5	2	9	2	
12 Yrs	13 Yrs	14 Yrs	15 Yrs	16 Yrs	17 Yrs	18 Yrs	20 Yrs	21 Yrs	22 Yrs	23 Yrs	25 Yrs	26 Yrs	28 Yrs
2	5	4	4	1	3	1	3	2	4	1	1	1	1

D) What is your race/ethnicity?

Total Responses	No Response	Anglo	African American	Hispanic	Asian	Other
196	14	167	2	9	0	4

Other Text Responses

Response:	Total
French	1
German	1
Mexican/mixed	1
Polish	1

E) What grade level(s) do you teach/administer this year?

Question:	Response
Kindergarten	32
1st	39
2nd	31
3rd	28
4th	31
5th	29
6th	25
7th	21
8th	28
9th	48
10th	48
11th	48
12th	46

F) Which type(s) of program(s) do you teach?

Question:	Response
Regular Education	93
Bilingual/ ESL	5
Career and Technology Education	11
Compensatory Education	5
Gifted and Talented Education	16
Special Education	27
Other	26

Other Text Responses

Response:	Total
ART	2
At Risk	1
At risk, 504	1

Choral - Electric music	1
Coach Girls Athletics	1
Developmental	1
Discipline Center	1
Enrichment	1
GED	1
Honors classes	1
Leadership Class, Student Council	1
Physical Education	1
Reading, Remedial	1
Title I	1

1. District Organization and Management	Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a) CISD school board members make sound decisions.	196	5	6	56	26	67	36	
b) The superintendent communicates effectively with my school.	196	5	15	92	25	47	12	
c) The superintendent is the instructional leader of the district.	196	5	9	57	47	51	27	
d) Central administration communicates effectively with my school.	196	5	10	82	13	58	28	
e) The superintendent works well with school staff.	196	5	21	79	43	33	13	2

f) Staff in central administration work well with staff in schools.	196	5	8	80	24	58	21	
g) CISD is organized in a way that encourages student performance.	196	6	21	113	18	27	11	
h) CISD is better managed than it was five years ago.	196	4	9	45	75	30	14	19
i) Site-based decision-making is implemented effectively throughout the district.	196	3	5	74	41	58	14	1
j) I am involved in the district's site-based decision-making process.	196	4	13	78	25	31	6	39
k) My principal is a strong instructional leader.	196	44	40	70		20	10	2
l) My principal visits my classroom often.	196	46	19	63	5	44	13	6

2. Educational Service Delivery	Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a) The quality of instruction in CISD is good.	196	4	63	115	5	8	1	
Aa) The special education and regular education	196	4	56	110	7	13	4	2

teachers collaborate to meet the educational needs of special education students.								
b) The quality of instruction in CISD is better than it was five years ago.	196	4	26	63	62	12	4	25
c) Instructional supplies are readily available.	196	8	19	92	8	52	17	
d) Students at my school effectively use computers as part of their educational program.	196	3	21	80	16	54	21	1
e) The curriculum matches student academic needs at my school.	196	6	28	121	8	28	5	
f) CISD's curriculum is coordinated from grade to grade.	196	3	15	81	29	53	13	2
g) CISD's curriculum is coordinated among all schools.	196	3	7	46	42	76	19	3
h) I am given adequate guidance by senior administrators in implementing the curriculum.	196	5	7	89	27	40	19	9
I) Our school's teaching staff does a good job of presenting the curriculum to	196	4	84	101	6	1		

students.								
j) Grading is consistent across all schools.	196	6	7	43	62	63	10	5
k) Student performance standards are consistent across all schools.	196	7	7	54	50	61	14	3
l) CISD uses Texas Assessment of Academic Skills (TAAS) results to improve instruction.	196	5	40	123	16	9	1	2
m) CISD does a good job of meeting the educational needs of a diverse student population.	196	5	30	110	18	27	6	
n) CISD students graduate with the skills they need to prepare them for the future.	196	6	16	104	45	20	2	3
o) The regular education program at my school effectively improves education.	196	6	45	128	9	6	1	1
p) The special education program at my school effectively educates students.	196	5	43	97	18	25	6	2
q) The special education program at my school identifies the right students to receive services.	196	5	47	101	22	17	3	1

r) The compensatory education program at my school effectively enhances education.	196	5	33	77	60	11	1	9
s) CISD does a good job of preventing students from dropping out of school.	196	4	36	77	60	12	2	5
t) CISD does a good job of assisting students who are behind in reading.	196	4	23	104	20	36	9	
u) CISD does a good job of assisting students who are behind in math.	196	4	18	107	25	35	6	1
v) The career and technology program at my school effectively prepares students for future jobs.	196	6	11	50	56	23	15	35
w) The bilingual/English as a Second Language (ESL) program at my school effectively identifies the right students to receive services.	196	6	31	90	32	10	10	17
x) The bilingual/ESL program at my school effectively educates students.	196	6	26	88	32	15	9	20
y) The gifted and talented program at my school effectively educates	196	6	31	87	27	31	8	6

students.								
z) The gifted and talented program at my school identifies the right students to receive services.	196	5	26	91	30	28	9	7

3. Personnel Management	Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a) The staff development I have received has improved my job performance.	196	7	13	88	22	39	24	3
b) The district does a good job of recruiting the best possible teachers.	196	6	14	81	30	45	20	
c) The district does a good job of hiring the best possible teachers.	196	4	19	99	19	38	17	
d) The district is able to retain qualified employees.	196	4	5	32	7	84	64	
e) Vacant positions are filled in a timely manner.	196	4	7	85	29	48	22	1
f) Teacher absenteeism is minimal.	196	4	16	112	33	25	5	1
g) When a teacher is absent, a substitute teacher is contacted	196	5	26	126	11	20	8	

and arrives in the classroom in a timely manner.								
h) Other employee absenteeism is minimal.	196	4	13	108	55	11	1	4
i) The district recognizes superior staff performance.	196	4	2	45	34	79	32	
j) The district addresses poor performing staff.	196	5	1	52	60	52	24	2
k) Employee grievances are settled in a fair and timely manner.	196	4	3	41	111	22	10	5
l) The staff evaluation process has improved my ability to do my job.	196	6	4	64	49	52	17	4
m) Salaries are set equitably for CISD teachers.	196	4		20	11	61	100	
n) The CISD benefit package is competitive with comparable districts.	196	5	8	61	33	35	54	
4. Community Involvement	Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a) My school encourages	196	6	69	110	4	5	2	

parents to be involved.								
b) My school encourages community members and businesses to be involved.	196	5	44	115	15	13	4	
c) Parents are actively involved in my school.	196	6	52	106	12	7	2	1
d) Community members are actively involved in my school.	196	6	22	98	27	37	5	1
e) CISD communicates well with the public.	196	5	22	103	20	31	15	
f) The community is proud of the schools in CISD.	196	7	38	108	25	12	6	
g) The district takes advantage of community comments and suggestions.	196	5	18	93	51	22	7	
h) The community often provides comments and suggestions to the district.	196	5	34	103	43	8	3	
i) The district takes advantage of community comments and suggestions to the district.	196	6	19	62	67	30	12	

j) The community is more involved in CISD than it was five years ago.	196	6	32	43	82	13	6	14
5. Facilities Use and Management	Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a) My school is kept clean.	196	4	56	106	1	21	8	
b) My school's facilities are well maintained.	196	4	42	113	2	22	13	
c) My school's facilities are not overcrowded.	196	6	16	56	2	58	57	1
d) Construction projects at my school are well planned.	196	6	7	48	33	53	45	4
e) Services provided by CISD's Facilities Department meet or exceed my expectations.	196	7	5	68	46	47	20	3
f) CISD has appropriate energy management and conservation programs.	196	5	10	124	31	19	7	
g) Attendance zones at CISD are well designed.	196	5	2	42	53	46	46	2
h) CISD set appropriate priorities for facility additions and improvements.	196	6	3	34	32	76	43	2

i) CISD facilities are in better condition than they were five years ago.	196	6	9	53	46	37	30	15
6. Asset and Risk Management	Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a) I am held responsible for the equipment inventory assigned to me.	196	3	48	129	10	5	1	
b) The equipment I use is replaced when necessary.	196	4	17	124	23	24	4	
c) CISD has adequate safety policies and procedures to avoid on-the-job injuries.	196	4	25	126	24	14	1	2
d) I am satisfied with my health coverage and co-pay requirements.	196	4	27	103	8	40	12	2
7. Financial Management	Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a) The district allocates funds fairly among schools.	196	3	4	37	52	55	45	
b) The district allocates funds fairly among educational programs.	196	3	3	47	49	57	37	

c) The district's budgeting process works well.	196	5	3	40	48	61	38	1
d) My school's budgeting process works well.	196	4	9	107	28	32	16	
e) I know how district funds are spent.	196	5	1	53	30	68	38	1
f) I have input in the budgeting and planning process.	196	4	4	71	29	57	28	3
g) I am satisfied with my ability to obtain accurate and timely financial information.	196	4	2	65	51	44	26	4
h) CISD's financial situation is better than it was five years ago.	196	4	1	8	50	49	67	17
8. Purchasing	Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a) The requisition process for obtaining supplies is efficient.	196	4	12	110	10	38	22	
b) The requisition process for obtaining equipment is efficient.	196	5	10	103	19	41	18	

c) Purchasing procedures are clearly documented and easy to understand.	196	4	13	103	17	45	14	
d) Minimal signatures are required on purchasing documents.	196	4	11	114	33	23	10	1
e) The district strictly adheres to its purchasing policies.	196	5	19	112	46	7	4	3
f) The textbook issuance process is efficient.	196	5	14	81	33	39	14	10
g) I can obtain textbooks when I need them.	196	4	11	57	27	61	21	15
h) The textbook return process is efficient.	196	7	13	85	44	22	9	16
i) CISD's purchasing processes are better than they were five years ago.	196	4	7	27	103	23	10	22

9. Transportation	Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a) The school buses are safe.	196	5	11	95	42	19	22	2
b) The school buses run on time.	196	6	12	102	30	29	16	1

c) The school buses have minimal breakdowns.	196	6	8	88	68	11	9	6
d) The school buses adequately serve students who participate in extracurricular activities.	196	7	9	74	66	19	9	12
e) School bus drivers are friendly and helpful to students.	196	7	6	80	64	22	11	6
f) Students at my school do not spend too much time on the bus traveling to and from school.	196	6	6	18	36	61	66	3
g) CISD's bus service is better than it was five years ago.	196	5	11	95	42	19	27	19

10. Food Services	Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a) The food served is nutritious.	196	7	6	95	18	47	21	2
b) The cafeteria is clean.	196	5	42	125	10	5	6	3
c) Food is available at a reasonable cost.	196	5	30	118	10	18	14	1
d) Waiting time in lunch lines is kept to a minimum.	196	6	23	101	10	42	11	3

e) Students have enough time to finish their meals.	196	5	24	109	10	34	12	2
f) Food waste is kept to a minimum.	196	6	6	82	54	37	9	2
g) Food is provided with good service.	196	5	33	125	11	13	7	2
h) Lunch periods start and end at reasonable times.	196	5	25	121	5	30	8	2
i) Students receiving free or reduced-price meals are not easily identifiable.	196	5	54	110	21	4	2	
j) CISD food service is better than it was five years ago.	196	4	7	25	90	21	30	19

11. Safety and Security	Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a) My school is safe and secure.	196	5	45	125	5	14	2	
b) Alcohol, drug, and tobacco use is not a problem among students at my school.	196	5	54	70	6	51	8	2
c) CISD's anti-drug	196	5	21	105	29	25	8	3

and anti-violence programs are effective.								
d) The student code of conduct is applied consistently across schools.	196	5	20	73	37	46	15	
e) The student code of conduct is applied consistently among students.	196	4	35	84	18	43	12	
f) CISD has adequate security personnel to maintain a safe school environment.	196	5	16	80	37	33	15	10
g) My school effectively handles student misbehavior.	196	4	48	101	8	25	10	
h) CISD's security services effectively respond to calls for assistance.	196	6	16	62	80	8	6	18
i) School violence has decreased in my school in the past five years.	196	6	13	40	82	16	7	32
j) School violence has decreased in the district in the past five years.	196	5	4	28	111	23	8	17
k) My school	196	6	9	36	87	27	7	24

is safer than it was five years ago.								
12. Computers and Technology	Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a) Technology is readily available for me to complete my administrative duties.	196	4	26	79	8	44	33	2
b) I am given adequate support to effectively use technology.	196	3	15	73	7	60	38	
c) The district effectively uses technology to support instruction and student learning.	196	3	13	62	22	60	36	
d) The district effectively uses technology to support and streamline administrative functions.	196	5	13	60	28	57	30	3
e) Technology in my school is well planned.	196	2	9	32	31	72	50	
f) Technology in the district is well planned.	196	2	8	30	25	79	51	1
g) District technology staff is customer friendly and helps me do my job.	196	5	14	51	35	52	38	1

h) Management Information System (MIS) requests are completed quickly.	196	5	8	20	101	26	22	14
i) MIS requests are completed with few errors.	196	6	7	22	109	21	16	15
j) Computer downtime is minimal.	196	3	9	53	62	34	29	6
k) CISD's computer systems are better today than they were five years ago.	196	4	19	67	46	18	21	21
l) Technology is readily available for me to educate students.	196	56	13	39	6	51	28	3
m) I regularly use computers as part of my classroom instruction.	196	58	9	39	10	45	26	9
n) I have had training in instructional uses of computers.	196	57	12	90	7	20	7	3
o) I have had training in multimedia activities.	196	57	8	64	6	42	14	5
p) I have had training in on-line activities.	196	57	9	56	5	48	16	5
q) I use the Internet for instruction.	196	60	4	26	8	53	33	12
r) I use computers	196	58	32	52	1	29	19	5

daily.								
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Appendix C

TEACHER AND SCHOOL ADMINISTRATOR SURVEY RESULTS

B. What is the greatest strength of CISD

13. General (For 1-12 see A. Survey Tables above)

In your opinion, What is the greatest strength of CISD?

Consistency with education as a focus, and inappropriate behavior not acceptable.

It's small; it can make wonders for our student. It's community-based and people know each other.

Computer/Technology Services; Financial Department.; Superintendent's office.

The teachers and staff on the campuses.

Budgets, for teams of teachers, to be spent where they see fit; its reputation.

The quality of teachers and staff and their commitment to children.

Concern for student achievement.

Most teachers and staff are extremely dedicated.

Its personnel.

Strong instruction, good teachers, supportive parents.

CISD strives to educate children.

The staff as a whole does a wonderful job despite inadequacies in technology, pay to teacher turn-over.

Personalized service, genuine care and concern for students, teachers.

Faculty members who care.

Quality on staff/teachers/professionals.

Our greatest strength is our school spirit and our love for each other.

Teachers in all the schools.

I truly believe that the quality of the staff is very high. The custodians, food service, and aides do a great job. The teachers and administrative staff are dedicated to providing a quality experience for children!

Instructional Program - Willingness of teachers to receive additional training.

Some of the people here. Administrators, counselors, teachers that really care about students. Too many are leaving and central office doesn't seem to care.

The dedicated, hard-working, caring teachers.

Still has small school feel, even though population continues to skyrocket.

Campus-level personnel. Supportive parents. A lot of potential.

An excellent staff that do their jobs well in spite of difficult circumstances and low pay.

Staff and dedication of staff.

The concern of parents and teachers for the students.

Skill and dedication of veteran teachers.

It is child-centered.

Unity with our faculty and with administration.

Its employees - dedicated.

Great community, professional teachers, staff, good families, very nice schools.

In Comal Elementary School, the people work together to do what is best for the child.

The teachers, principals, and campus secretaries.

Wealthy, well-educated parents.

The teachers!!! The great majority of CISD teachers work longer hours for less pay than anyone I've ever known. They are the heart and soul of CISD, but are not appreciated and many feel caught between a sense of calling to help children and a need to pay bills and be in a stable environment.

My school staff and population.

The school board has a high interest in the children. Teachers are strong and caring.

The teachers staff and most administrators who work hard for the good of the students.

The caring. Putting students first (not just a money business).

Parent involvement.

The faculty at my campus is extraordinary! I love the children.

Community support and involvement.

The bottom line is the classroom staff.

The teachers and their dedication to the students.

Quality teaching staff.

Good, caring faculty and great students.

Positive principals in schools (in town - canyon side) unaware of south side.

Staff at Bill Brown Elementary School - leadership, involvement, knowledge of curriculum and instruction, knowledge of developmentally appropriate curriculum. I'm sure this probably applies to each school.

The want/need for student success. Everyone working for CISD wants the best for the students.

Hardworking administrators on campus.

Its teachers. Technology at my school - Arlon Seay Intermediate School.

Community support for activities.

Comal's greatest strength is found in her teachers and school administrations. These people care about kids, and our efforts show.

I feel that the greatest strength in CISD are the open-minded teachers that try to make the most of what they've got.

It's still here, more or less intact.

Good students - caring staff.

The quality of teaching staff, but this too has been declining.

CISD's strength is great teachers and a large percentage of parents/guardians who help with home work, class projects, etc.

Those teachers who provide quality education.

Teachers who are dedicated to teaching the children well. Strong, creative campus administrators.

Superintendent who listens and cares about each student, parent and staff member.

The teachers for the most part truly care about the kids. We have no support from administration or central office.

Teachers: attitudes and dedication.

The dedication and hard work of staff members and leaders in this school district.

Supportive, Excellent Administrator (Principal).

The teachers and administrators that have stayed regardless of the amount of salary. We lose too many to other districts to greater sums of money.

The instructional staff on the whole continues to provide a quality program in spite of administrative deficiencies.

Its staff of dedicated caring professionals who choose to be here when others around us are making lots more money!!!!

The dedication of its elementary and intermediate staff.

The staff on each campus pulls together to support each other and make things work with what we've got.

The community and "type" of students.

It has wonderful caring and intelligent teachers who are dedicated to their students. Many excellent principals and asst. principals.

A foundation of quality instruction for students.

What originally attracted me to the district was locale and small classes with sufficient support. (That is no longer the case.)

Lucky that they've had dedicated teachers for a long time. But the young ones are leaving - for better conditions and pay.

The students and the families we serve. Teachers and staff who help students succeed by taking on many responsibilities.

Let me emphasize that we have good schools! Of course, our greatest strength is our people - students and teachers. The quality and dedication of teachers in Comal ISD is very high. In my experience, none are perfect, most are hard-working and care about their students. Students on the whole are good-hearted and well-behaved, compared to tales I have heard from other schools. I am concerned that with our continuing financial difficulties, we will experience a decline in our ability to hire quality teachers.

Most teachers and staff are extremely dedicated.

Teachers who on a daily basis continue to work hard.

Our greatest strength is our school spirit and our love for each other.

Strong community support; strives for excellence in educating students.

Support of parents and commitment of staff to do what is needed for kids.

Throughout the district we have a very professional and committed staff.

The greatest strengths of our district are the teachers. Most are hard working and dedicated. They are determined to educate their students. From the time they open their classroom door to the end of the day when they lock up, they are engaged in the process of educating children.

Teachers, staff, and personnel with a variety of backgrounds who care about the students they work with and respect their peers.

Small communities. Involved parents in the Hill Country Schools.

Its dedicated teachers and staff who work hard for minimum compensation.

Its staff of dedicated caring professionals who choose to be here when others around us are making more money.

The teachers and principal at Canyon Intermediate.

Teamwork - work well with other organization and staff.

The greatest strength is in the district's teachers and their aides. The teachers at my school are very caring and are interested in kids. The teachers stick together as well as work together in order to maintain our sanity.

The greatest strength of our district are the teachers. They are the basis of pass or fail.

Outside the city, so more conservative and caring. Teachers are hard workers and kids are pretty good.

Instructional use of available funds and the quality of students that parents are sending us to work with.

Small town/rural atmosphere where teachers work together.

The people that are making it work! Teachers and administrators at the campus level!

Outstanding teachers, strong campus leadership

Staff genuinely cares about students.

The greatest strength of CISD is the dedicated staff, who believe all students can learn and work cooperatively to attain a total education for all superintendent, staff, teachers, etc.

Community spirit; dedication of teachers and staff; putting the student first.

The community/students are supportive and caring. Well-rounded socio-economic status/low racial tension.

They are good to their employees (except money issues). Comal is NOT too top heavy at central office. My principal works with her staff and understands family commitments. She also encourages further education.

The commitment of the teachers and principals to students. This is true across the district.

I know self-praise stinks; however, I would have to say that the employees (faculty) of each campus are the glue that keeps the district running, Through all of the adversity: growth, lack of technology, lack of facilities, lack of funding, and dismal pay, we do our best to maintain and improve the instructional expectations the community demands of us. We are survivors!

Geographical location, students, and parents place high value on education. Progressive administration that is trying to provide for teachers.

Teachers who are dedicated in spite of existing problems.

Faculty and Principals - all are doing the best we can in very adverse surrounding/situation: crowding, large classes and poor salaries.

The cohesive relationships between the people.

It used to be the small classes and close instructor/student association and instructor/community communication.

Its teaching staff: Students get good to excellent instruction for minimal salaries.

Parent conferences, the addition of the new director of Technology.

Caring and devoted teachers (despite the lower pay); community and parent involvement.

The genuine, caring, attitude of the vast majority of personnel. The positive, caring attitude of the vast majority of our students. We have a wonderful student body.

The quality of teaching staff that CISD recruits and retains.

The teachers and administrators on each campus who hold it all together daily.

It used to be the people. The morale is so low now, I'm not sure.

Students, faculty, and community; good people who value education.

The child-centered approach on our campuses, the commitment of our teachers and the support of our parents. The strength and leadership of campus administrators is exemplary.

Small friendly district - values teacher input (sometimes). I stay with the district because I like my school and faculty.

The students! We have very few discipline problems. Most of the students are respectful and well behaved.

Strong and knowledgeable administrators and directors. Strong teachers who are focused on academics and student needs.

Location - between Austin and San Antonio. Great primary education programs.

Promoting sports and building athletic facilities. Do not misunderstand me. I enjoy sports also, but when schools get new athletic facilities that are built with interest accrued on bond monies that are tied up because of litigation and a school that needs a bigger cafeteria is told there is no money to build, something is wrong.

Focus on academics.

The greatest strength in CISD is the individual campus staff. We have qualified and dedicated people who do a fantastic job. The principal, teachers, aides, secretaries, custodians, and cooks all work together for a united school, which benefits all students and produces an atmosphere for learning. We are preparing students for the future.

I think that the faculty and staff is our greatest strength. We have overcome shortages of building space, supplies, salary, and continue to produce test scores that are recognized.

It was small classroom size, small school size. Good rapport with teachers, community and support. The dedication of the faculties and staff - persons who have devoted careers to CISD want to make it successful.

The teachers - we work so hard, yet have so little funds and pay.

The students in this district are outstanding.

1. Schools are child-centered;
2. Positive working relationship among school, parents, and children;
3. Positive attitude of staff;
4. Classroom teachers take on a lot of responsibility to make sure student needs are met.

I feel that one of the greatest strengths CISD has is the fact that there are so many young and talented teachers within CISD.

None - It used to be a small, student-centered community. It is now a battleground between three areas 1)East Side 2)Lake 3) Bulverde/Spring.

Their teachers and quality education. The district initiates new techniques and provides opportunities to learn them.

Its staff and teachers; dedicated and loyal. Teachers that want to work as well as live out here put up with the disorganization regarding curriculum as well as the low salaries offered.

Appendix C

TEACHER AND SCHOOL ADMINISTRATOR SURVEY RESULTS

C. What is the greatest weakness of CISD

In your opinion, What is the greatest weakness of CISD?

The inability to make decisions.

Lack of communication with central office. Lack of cooperation for unity among the school board.

Low pay for teachers.

Keeping up with overcrowding; funds for building schools; teacher salaries.

Recognition of employees, there is little compensation for employees who are carrying huge workloads.

Funding for reading program. Funding for technology. A school board that cannot put district needs above personal agendas.

Teacher salaries are minimal -- lowest in area. Teachers are leaving in large numbers. Morale is lowest in years.

Buildings do not keep up with the growth. More computers are needed for the classroom

Teacher salary. Lack of technology in the classrooms. Inability to keep good teachers in the district. District is too large (geographically) and staff to serve all members fairly.

Discipline consistency is a problem. If you have rules - make students follow them; if not, don't have rules.

Technology and teacher turnover.

Disorganization due to transition from changing from a small to a large district. Fighting among board members and communities.

School board cannot make decisions - creates turmoil and disrupts students and staff. Dilutes community support.

Money, budget, staffing.

Human Resource Department inability to continue to hire competent teachers and administrators. Low teacher salaries - poor benefits. Large area that CISD serves.

Excessive bureaucratic procedures particularly in Special Education. The Special Education Manager computer system is very inefficient and limiting.

Transportation; Salaries; Personnel; Special Education Dept.

The inability to deal w/rapid growth in terms of facility/services for students. The inability to remain competitive (salary wise) w/surrounding. Low pay, low supplies on hand, but we are a new school, so this should improve.

CISD has lost and will continue to lose quality educators because our pay is not competitive with surrounding districts.

Its geographical area - too large for effective management - district should be divided - hill/town.

Administration - overcrowding - a school board who makes decisions and then changes its mind.

Central office mismanagement of the building program. Why does it take 4-5 years to build a bond election? What happened to the money in the interim?

The continual indecision by the board. Not sticking to the plan. Lack of support, pay, etc., for teachers. Make the increasing turnover rate as compared to 5 years ago.

Roadblock (at central office level) to campus improvement. Huge geographic area and divisiveness among communities. No real leadership team.

Money for salaries - money for new school construction and maintenance - money for training on teaching methods and programs.

Inability to retain quality teachers because of poor pay.

Management at highest level; no consistent policies districtwide.

Pay!!!! I was a teacher in San Antonio (SAISD) and Northeast ISD (NEISD) and I went and got a master's degree to be a school psychologist. Now in CISD I work 10 more days a year and I make less money (example: SAISD - \$49,000 NEISD - \$46,500 CISD - \$34,500).

Inefficiency at central office. Too much mainstreaming of special education kids; teachers are so occupied with the needs of the special education that the rest of the kids are being held back.

The consistency in programs, discipline, and workloads.

The difficulty of managing a district that encompasses such a huge area with two different populations and the difficulty of providing adequate facilities because of the district's population growth.

No instructional focus from central administration.

Funding, technology department.

Keeping up with growth and finances.

Lack of funding to provide quality educational services.

The school board is divided and indecisive. The president has tried to bring the group together but three members want to run the district to meet their personal agenda.

Behind in teacher compensation and program implementation. Curriculum director ineffective.

Central Office and administration. There is poor planning, and they don't seem to care about the teachers. Certainly, it's going to become increasingly more difficult to recruit/retain good teachers if we continue to be inadequately compensated. It is worsened because we do not have adequate space or supplies.

Too much paperwork.

Weak teachers are left in their positions. Some administrators don't listen to the staff. Technology is not used to its full potential. Construction was not planned well.

The central office staff and its lack of support to the campus, for example:
1. Food service not student centered - more interested in income. 2. Lack

of support by several Central Office staff, food service, technology secretaries and help desk, special education.

Inconsistencies - lack of appreciation for front-line teachers.

The overcrowding. The need for new schools. The delay and lack of looking to plan for future. The lack of proper facilities for the young on Goodwin Canyon. Inability to manage money and plan for future.

Disagreements between the two parts of the district.

Too much area - rapid growth - one school board is trenched in too many directions to be effective. Communities are struggling against each other.

No vision. Not thinking of operating in 20th century. Comal operates as though it is still a small district. The charm of working in a small district disappears when you don't feel as though your needs are being met.

Preparedness for physical growth. Salary scale not comparable to school district with AEIS report.

Money - school board not making decisions and staying with them - not listening to the teachers

Technology department- following TIF guidelines for grant; board divisiveness in bond issues; Salaries cause best professionals to go elsewhere; central office/school communication/support/trust tech. department in general.

Not preparing for growth issues across the district; poor public relations during bond elections; need more legal defense money.

I have seen over 20 teachers leave my campus the past two years.

I do not believe the superintendent has the skills to lead a fast-growing school district like CISD.

Lack of proper preparation in math, English, and study habits during the first 4-6 years of a student's education.

Administrative positions are based on favoritism rather than qualification. Poor leadership from the very top-down.

I feel the greatest weakness in CISD are the insulting salaries the teachers are being paid and the unwillingness of the board in CISD to be open-

minded enough to listen to the teachers pleas and statements of concerns for a better district.

Poor communication and a lack of vision.

Technology - it often puts the cart before the horse - training and supplies are needed - on site decision making must be allowed.

Lack of unity throughout district to many special interest groups with special agendas, poor communication between major departments.

Lack of adequate state funding, central office trying to take control of all curriculum decisions, site-base management, making teachers spend way too much time on paperwork, leaving little or no time for preparation of lessons.

CISD's greatest weakness, at this particular time, is how to deal with rapid population growth and funding. CISD is running out of room to educate students.

Lack of adequate funds to build for the future. Communication is difficult because everyone's time is used to the maximum.

Not dealing with over crowding in a timely manner.

In the three weeks I have been in this district, I have visited almost every campus. Throughout the elementary schools there appears to be a lack of continuity of instructional programs. Each campus has its own reading/math program. There is no consistency in methods or materials.

Not enough money from the state. The conservative leadership in our state continues to not help districts like ours with money. We are going to keep losing great teachers because of money.

Lack of continuity across campuses both instructionally and in support areas - Schools are over-crowded, causing behavioral problems and lag in services supplied to students/buses!

Getting an overall plan and sticking with the plan; lack of direction for growth.

The board members who can't agree on anything and continuously change their decisions on a monthly basis.

Lack of structured discipline!

Communication (overall) is poor! Does not recognize employee accomplishments - no rewards or even "pat on the back". Does not encourage further education (as a district) - no monetary rewards or recognition.

Too many administrative positions - many have lost contact with actual classroom changes.

Divisiveness among community groups related to building issues, size of geographic area. Pay scale is not keeping up with neighboring districts.

Weak school board that allows a majority of their decision-making to be based on parent consent. Lack of incentives to retain good employees. Poor pay scale. District decisions are not made for ALL schools. A definite split within the district.

The board of trustees, decisions need to be made that are in the best interest of all students. Decisions need to be final.

District is two-sided or divided - should be divided east side - west side. District has gotten too large.

The lack of leadership from our central office staff - the political games that result in incompetent directors that ultimately results in a lack of trust.

The school board's misunderstanding of its role.

Geographically, CISD is too large!! The rapid growth of this area also represents a problem. Low teacher salaries in comparison to San Antonio area school systems.

CISD has lost and will continue to lose quality educators because our pay is not competitive with surrounding districts.

Difficulty retaining quality teachers and appraisal staff; negative split between central office and campus administrators. Lack of continuity between special programs from school to school (i.e.: inclusion program).

Weak systems in place to facilitate the processes needed to appropriately educate children.

The greatest weakness of the district is their inability to pass a much needed bond package.

Teacher pay. Lack of sufficient number of texts and materials for students. Most teachers at my school have NO supplies or manipulatives for hands-

on activities. Our computer technology is VERY POOR - students go to computer on weekly rotations to play games - they should be learning about the computer, keyboarding, etc. Board doesn't consider teacher input (example Calendar was decided by board, not teachers).

No leadership from superintendent or the Board. They are all wimps that pussy foot around, not making decisions for the good of kids and staff. Real communication breakdown.

The greatest weakness is the large area and diverse population that the district must provide services for. The school board seems to split 4/3 in most decisions - New Braunfels vs. the Smithson Valley area. The district is behind in technology - access to TV capabilities is not available - Channel One was not chosen by the district.

The cooperation with and concern for the teachers and staff in the schools from the central office. The greatest weakness is our administrative personnel. Not enough of central office employees who make the decisions are well-versed in what goes on in a real classroom. Decisions are made without knowing about the actual implementation possibilities.

Too spread out and school board has problems with decisions. District doesn't have the finances to allow teachers to effectively use computers in classroom.

The central office staff has made things more and more difficult. It is hard to communicate with the central office staff and get support. More and more duties get passed from central office to the schools. The school board also is making decisions for CISD that the central office should be making. Central office should have more input on the decisions affecting the schools.

Poor planning - they have big ideas that die quickly.

Dysfunctional central office staff - do not work as a team and are not trusted by the staff in the schools.

The greatest weakness of CISD is the lack of available funds - funds to pay teachers what they're worth and to keep the school technologically up to date. (i.e.: computers in every classroom, online school access, etc.)

The bus system!!! Students are on the bus too long in the mornings and afternoons (evenings) and bus duty is a less than desirable duty. UGH!

Teacher salary; inconsistency between district goals and school goals.

Administration does not support teachers. Lack of consistency. Transportation not utilized effectively. Low salary - site base not affected/district or campus. Poor management of resources-excessive waste. Too many central office employees - Robin Hood hurt CISD tremendously - CISD has larger area to cover than other school district.

A board that does not listen to teachers, central office unwilling to help teachers like districts in Bexar County. We are 2-3 years behind in school equipment. Principals are allowed to be off campus all the time - students see this.

Unequal representation and spending on the different sides (east and west) of the district. The most money is spent on the least populated side of the district.

The board doesn't always put the students first in their decision making. They are easily persuaded to change their decisions.

Lack of money for infrastructure is obvious, but difficulties in communication and trust between and among schools and central office is the largest factor. There is a prevailing belief on the "eastern" side of the district that the "western" side is currently receiving and has received more funding and support (new and beautiful schools, athletic facilities, updated computer labs, etc.) due to their higher income level and more vocal citizens.

Bond issues that promised updated and improvements to older, "eastern-side" schools were passed, but the money was spent on other projects.

Patrons are now told the bond money is gone. Whether true or not, the trust level is low.

The district is entirely too diverse. There is little solid agreement on any thing and a common set of goals cannot be solidly agreed upon and supported by all.

School board - can't make and keep decisions - put out false information about financial status. Too much pressure about TAAS.

Lack of parent interest in their own students' academics.

The central office is running a separate program from the campuses (or at least it appears this way to the campuses) - one that does not support teachers or students.

Board members consider special interest first. District is polarized and divided on expansion/new school issues.

Overcrowding; The school board does not seem to present a united front to the patrons therefore the community is finding it difficult to support the actions needed to ease overcrowding.

Technology department has no knowledge of how schools operate.

The lack of equal funding for high schools in the district.

The school board, lack of equity on the two sides of the district, and salaries. Misinformation publicized to the defeat bond issues.

Not enough trained administrators to deal with growth. A split district - west side has the most growth so they receive new schools and modern technology east side has antiquated labs and equipment and resentment. West side has "big city" way of thinking from San Antonio.

Communication with the community is not aggressive enough - need to hold forums. Also there is not a feeling of working as a team among district (campus and central office) administrators.

Overall educational direction. Too many pilot programs.

Paying teachers a competitive salary. In our school, the career and technology department was the last group to receive Internet access. Career and technology dept. should be used to initiate such improvements and train teachers.

Teacher salaries are extremely low. We have lost excellent teachers to nearby school districts which pay higher salaries - especially for Masters.

In my opinion, the greatest weakness of CISD is the school board. This is not something new; it has been the case for many years. The board is not qualified to make decisions that impact the students and the patrons for years to come. The board doesn't work together, they appear to have their own agendas, thus not doing what is always best for students.

I think the size and diversity of the district. We have so many different factions with their own agenda that it is hard to maintain cohesiveness between the schools and the patrons. There also are discrepancies in the amount of funding between the schools.

Too much paperwork! Poor teacher pay and inconsistent, non-supportive administrators. Long work hours, short conference periods. I still have hours of work at the end of the day.

Administrative support - when problem arise, you are listened to, but rarely is anything done about the problem.

Hire some people in maintenance that are not qualified, bus director out of touch with reality.

Disciplinary policy and the lack of caring for health conditions in the school crowded conditions; lack of technology available.

They do not appreciate teachers. The teachers that give so much of their time and talents. The pay is poor and the pats on the back are few and far between, if any. This not only goes for the school administration, but the central office administration as well. I am a Who's Who among American high school teachers, and I have yet to have any administrator recognize this achievement.

Lack of direction: Our Superintendent has his hands full and does a great job with what little input he is given. We have a school board who seeks nothing more than to pursue their own special interests. We have a district which spans five counties and a constituency of patrons who have a "not in my backyard" attitude. Once our Superintendent is given the power he should have, we will be on our way to improving this district.

Appendix C

TEACHER AND SCHOOL ADMINISTRATOR SURVEY RESULTS

E. To Improve the efficiency and effectiveness of CISD

What do you recommend to improve the efficiency and effectiveness of CISD?

Who is running the program? I believe if the leaders are competent and demand efficiency as well as being effective they will improve the district overall.

The salaries must be competitive with those in our surrounding areas. Too many excellent teachers have left our district to go for more pay. We need to keep these teachers. Also, the school board must work together if we want to meet the challenge of our growing population.

Consider splitting into two smaller districts. Do away with the 20 percent exemption. The taxpayers can't have both and still expect us to educate our growing population. Don't jump into programs that cost large amounts of money and then not follow through or abandon them.

Hire experienced staff and administration. Teach administrators to support teachers and build the respect of community regarding trust of teachers.

Divide CISD into two school districts. Contract maintenance and cleaning services.

Pay teachers more! Keep the dedicated teachers by showing appreciation through pay and incentives.

Update technology (IBMs not Macs), address overcrowding. I know the district is working hard on this one.

On a campus level, I would recommend that each school have a fully-certified vice principal to offer support to staff.

Continue to develop campus-based decision processes and then follow through. Do not override what has been years developing with a new administrative position that calls for districtwide changes.

The administration does not listen to its teachers. They do not know what goes on in the classroom. They need to consider the whole district and not just the schools in the central area.

Help improve communications between central office and individual campuses. Investigate how our school board members act and react to issues of the district. Give them guidelines. Several members spend quite a bit of time campaigning for their own interests and providing false and incorrect information to the public in an effort to undermine the superintendent and those who have opposing viewpoints.

Stronger, more decisive leadership - give the board a direction and a plan to get there. They need to set policy, not make administrative decisions.

Better pay, smaller class sizes, fewer extra curricular activities during school hours.

Listen to what the teachers say they need to properly implement their educational programs.

Eliminate all portables; keep school and classroom populations at a minimum. central office needs to go to teachers - why do we have to go to central office for all meetings? We have mud when it rains.

Split the district. Allow the Bulverde and Smithson Valley Schools to deal with their problems and needs and the Comal Schools to handle their problems. Need less coaches in administrative position.

Our high schools need to be smaller, not larger. We as teachers don't know our students like we used to. We can't help them to plan for their futures if we don't know them.

Designate lead teacher or administrator as coordinator of special education services on each campus so that appraisal staff can provide high-quality, relevant assessment, and counseling/intervention for students.

Openness to data and problem-solving. Letting everyone be aware of information so trust can be built and then getting involved or impacted parties to meet to problem-solve or plan. Then things will complement each other in programs and implementation.

Higher salaries, a new school board, and new superintendent. We also need additional technology. I feel the Robin Hood tax has really hurt this.

I think the district is going to have to stop trying to please every parent or tax group. They are going to have to make a decision based on what is best

for the children and the district. You can't wait around for everybody's opinion on every decision.

District leaders need to look ahead to the future and inform the public well in advance of upcoming bond elections and proposed plans. It seems they wait until we have a problem before they try to fix it and then it takes two years to build a facility that's too small.

Change superintendents and all key people at central office.

Technology upgrade. Pay raises. Mediation for trustees.

Technology planning, technology planning, technology planning!!! I think the district started too late with hiring our overworked technology director and tech support. Now the coordination problem is huge. More technology expertise, support, honest and forthright communication is needed. It seems to me that everyone wants the best for our students and are forging ahead to install desperately needed technology, but this is happening without written, practical plans that are communicated all the way down to the teachers, patrons, and students. Where is a project manager for installation of cables, installation of servers, use of older machines, etc? Where are more network experts? There needs to be more coordinating and communication between administration and schools. I am afraid that in the long run, we will waste a great deal of money because implementation will be delayed or impossible due to poor planning, lack of training, lack of communication.

Cut back central office personnel. Technology funds are wasted on unneeded things (Internet hook-ups in departments that don't use it in class).

Overhaul central office freeloading and pretending to do something for the good of the district.

A new superintendent, associate superintendent and director of Special Education, Superintendent is a weak leader. Nepotism and friendships are considerations for appointing principles.

The state needs to do more to help Texas schools financially.

Less paperwork - it's too time consuming

Horizontal integration of curriculum, funds, expectations. Stronger emphasis on bottom communication and planning. An investment in teachers - our turnover is very disconcerting.

I wouldn't change a thing.

Get homestead exemption.

Increased salaries and compliance with state mandates. Better training and staff development.

The two parts of the district need to pull together. Better money management of the building projects.

Have a major shakeup in central office The superintendent rarely interacts with staff at schools. Our new principal is never in his office and has provided NO leadership whatsoever.

Look at meeting and exceeding: the population demands, facility demands, safety demands, inform voters properly (Focus on Issues).

Smaller schools, consistency of programs across campuses and grade levels - An administration and school board that supports the efforts of it's schools instead of working against them.

More money from the state of Texas for starters. This district is not wasting tax dollars.

More involvement at a campus level to increase the awareness of teachers and their frustrations due to central office lack of understanding and empathy.

An effective process to build trust and support between central office and the individual campuses.

A strong, innovative, energetic superintendent and central office staff - we need to do away with the "good old boy" system.

By eliminating the household exemption on property taxes, more funding for the district would be available without changing the tax rate. No other district has such an exemption.

1. Immediate board redistricting with a president elected at large.
2. Removal of homestead exemption for a 10 percent staff raise and money for technology.
3. Redraw high-school attendance lines.

1. Get all teachers more involved in ideas that can help the schools.
2. Better coordination between schools.
3. Better methods to prevent some supervisors to be more people friendly.

New school board that represents both sides of the district.

Improved use of central office staff, expertise, and resources both human and financial.

Better administrative support for teaching staff.

I feel that the schools in the district who don't have state support for free and reduced lunch students etc., should be on top on the districts list for improvements and financial aide.

Better funding, break CISD into separate districts (the size is just to overwhelming) and the funding is always lacking.

Clearer and more consistent goals for the entire district and better consistent communication with the public.

Fairness - among all campuses.

Keep abreast of state-mandated changes at high school level. Should give specific, written info to all who need info. Don't provide rules with no means, written methods of accomplishing these new rules and mandates.

Central office staff needs to become more involved in what is going on at campus level. Curriculum needs to be in place and appropriate. Programs are initiated without being thought out.

Convince the state to take pity on the district and its tax payers. The waste has been cut to the bone.

CISD needs to allow teachers time to collaborate and create instructional guides that can be used for implementing thematic units (as outlined in central admin needs to coordinate effort, get on the same page).

Better money management. Vertical and horizontal curriculum alignment.

A central office staff more committed to improvement of TAAS scores. Money for training. Equitable distribution of staff in schools.

Follow recommendations of this review. Implement a professional growth policy. Clarify organizational chart.

Get the deadwood out of the central office. Have the supt. practice what he preaches. Accountability at the highest levels.

Have administrators and central office staff gather opinions of teachers before making decisions directly affecting those teachers jobs.

Better in-services, give teachers more time to work and plan instead of having us sit through useless meetings and in-services.

Pay higher wages so qualified people will want to work for CISD.

Increased communication and collaboration between campuses, campuses and central office, and central office and campus administration.

Invest some time researching quality staff/district development - it tends to be mediocre - jump off and get to the cutting edge. Central office needs to be more supportive of schools - we have teachers who are top notch and should be sharing at national conferences.

New curriculum directors; much larger computer technology staff on each campus. New board members! Split the district into east and west - two separate districts, as well as eliminate Garden Ridge.

Close examination of equity issues, increase salaries to get and keep qualified people and improve all facets of technology from the classroom to administration.

The atmosphere among the educators is very negative on my campus. Unless something is done to monetarily reward our teachers, I foresee a mass exodus of teachers.

Replace Technology Director with someone familiar with education process who has people skills. Reevaluate how technical money spent. Improve communication between central office and schools, central office must be willing to hear honest communications - good or bad.

All decisions should be made with the students needs as the priority.

Better pay across the board, more school buses and more computers for classrooms.

Decisions should be made to benefit the most cost-effective plan to ensure all of the districts students to become equally educated. It may be best for the Hill Country schools to form a district.

School board unification.

Build schools in targeted growth area/Increase teacher pay to retain as well as draw competent teachers.

Improve listening skills of administration.

We must come together for the goal of all students. There is great division east to west both in staff and parent.

Do something about the mass exodus of good, dedicated, experienced teachers.

Divide the district with Hwy. 281 as the BORDER=1 - build new high school for Bill Brown, Bulverde etc.

We are overcrowded in high school. Get a vocational technical school started where we can put emphasis on vocational training and higher level of college bound.

Distance learning and effective use of technology to improve communication. Somehow meet the needs of all areas in our district or split into 2 districts. Factions pull us apart and create a sense of gloom and low morale.

Technology department consult principals on decisions regarding purchases of hardware or software.

Smaller schools; pay teachers comparable to San Antonio districts; streamline technology so communication can be enhanced with central office. Establish a branch of central office with an area superintendent in the Hill country area.

Seriously consider implementing some/all recommendations of the TSPR audit; Implementing the Texas Association School Board salary study that was not addressed.

Build one or two more high schools to relieve overcrowding and cut down on the inefficiency involved in transporting students over a large geographic area. There is also a need for a half-day kindergarten program. More children served with less classrooms and instructional staff.

More schools. Overcrowding definitely depletes efficiency and effectiveness.

Eliminate school attendance for everyone.

Train the school board about their role. Keep them from meddling in administrative matters.

Eliminate homestead exemption to allow for more tax revenue.

To improve teacher efficiency and effectiveness, I think we need more teacher work days (i.e.: one every six weeks) and fewer staff development days. Most teachers find staff development workshops insulting.

A new way to fund education. Split the district or have bond issues on each end of district (not feasible I'm sure).

Effective training for school board members. Accountability for directions in central office. Effective team-building training for central office staff.

A hard look at central office re: number of personnel, Kingdom builders who don't work well with others, duplication of paperwork, continued turnover of key personnel throughout district and causes.

We must move from the small school attitude to being and coping with large school numbers. The school board should represent equally but not be involved in "administrative" decisions.

Teachers need to be valued.

Get all the same type of computers, all at the same technical level. I have a computer in my room, but the printer won't work because we no longer have the paper with the holes in the sides.

A central office branch in West side of district have central office staff spend time in both. Networking throughout district. Prioritize central office. Staff going out to schools to communicate regularly (Have regular agendas).

New superintendent, new assistant superintendent, new business director, principals who CARE as much as staff.

Higher salaries, more administrators that support teachers and staff. More state funding - we are not a rich district. Robin hood plan needs to be reconsidered for our district. Get down to basics in central office personnel so more teachers can be hired to educate children.

Restructure Department of Transportation and Maintenance; Implement Texas Association School Board salary study; Redraw attendance zones.

Better communication and support from central office would be a start. The school board also needs more input from the school staffs and central office to make more sound decisions. The school board needs to look more at what would benefit the students and not the pocket book alone.

Cut red tape - simplify - Make quicker access to instructional programs for students in Special Education Programs.

I believe those that create systems should have to use those systems themselves. In short decision making should be grounded in reality.

First and most importantly the district needs to be adequately financed. It can't build new schools, hire adequate staff or properly compensate existing staff. Neither state funding or local funding is adequate to efficiently or effectively drive the district.

More and better trained (and better paid) support staff in schools. Ours are overworked. It would also be nice if someone would clean my room on a regular basis.

Board members get in touch with teachers' needs.

United school board, more money for salaries and schools so they can keep up the good work they are currently doing.

We need to hire better teachers, who challenge students and spend the appropriate time on classroom work. In our high schools we have too many coach/teacher combinations who have little time for their academic curriculum. Also, middle school math and English grammar.

Quit hiring or firing administrative bureaucrats and put the money and staff into the schools to enhance and facilitate student instruction. Implement a program to reward and initiate on-going teacher education (as in a tuition reimbursement program for additional university-based instruction). Raise teacher salaries and focus time and money on academic programs, NOT sports programs.

Administrators need to visit with the teachers more often to understand the problems of each school.

More support from central office in finding materials, books, programs and technology to help teachers raise test scores (as per: demanded by the school board.)

The district could hire a math, English, social studies, and science coordinator to coordinate each of these disciplines throughout the district. A director of counseling could coordinate the counseling services as well as the instructional services (vocational courses, additional elective, graduation requirements, seals used, proper procedures used in 504 and Special Education.)

Pay increase (\$6,000) and computers, at least 4 Macs per classroom.

Appendix C

TEACHER AND SCHOOL ADMINISTRATOR SURVEY RESULTS

F. What areas do we need to explore in the review

What areas do we need to explore in the review?

Food Service, special education, transportation, technology.

Purchase order system. Possibly - district police department.

Public awareness. Funding from public.

In-services better planned and executed.

Adequate funding so that programs such as Accelerated Reader do not need to be funded by teacher led fund raisers. Mandatory programs should be funded.

I feel that an area that needs to be looked at in this review is the fact that the new and more recently built schools are the schools that keep getting it and the older schools are not being brought up to the same standards. Which is completely unfair, all children should have the same opportunity to explore, learn, and grow. I am also getting tired of the teachers being told to speak up, and when the opportunity arises, we're told to "play it cool, sit back and listen and don't say a word."

Maintenance, Food Service, Special Education.

Effectiveness of Special Education program - lack of materials available.

Explore how much time teacher spend on stuff that have absolutely no benefit toward any child in his/her class. Teachers need to be allowed to be totally focus on teaching their students.

Student transportation, distribution of classroom technology, student discipline.

Do administrators listen to the advice of teachers about what is best and what works best for the children. Teachers are in contact with children each day - administrators are not.

More money from the state. Why isn't the state doing more to help?

Distribution of services, lack of campus support by administration. Amount of time and money put into football instead of academics counselor to student ratios 1-730. Unequal distribution of services across the district.

Equity in spending on programs and schools.

Easter Seals vs. contracting for professionals through Easter Seals - cost is very high. We have four speech teachers on our campus to one from the past - why the extra cost when all the past speech teacher wanted was a clerical assistant.

Teacher compensation benefits. Use of tax dollars. Performance of administration and central office use of staff development days - they rarely help us with anything.

How can we convince older population of our needs?

Site-based management and how it works for each campus and how it effects all district teachers in regards to curriculum, budget, in-service, faculties and etc.

1. Equitable funding and staffing among schools.
2. Incompetent leadership in transportation and special education.
3. Food service is not "child-centered." They just want to make a profit.

1. Finances (not enough) and (Disproportionally allocated).
2. Overcrowded high school Smithson Valley High School.
3. Majority of Board representing minority of the students.

I am concerned about the future of CISD as to the growth and lack of facilities, money and teachers. Where is the money? Why are we always broke? Why did our bond election get shot down?

The fairness between campuses - supplies, technology, number of support staff. Salaries for aids, teachers and principals. More support for curriculum. Grants need to be written. School board members and their relation to the school calendar, TAAS scores, and allocation of monies.

Make sure the district has plans to use a PEIMS system that works much better than the Unices System that they currently use.

Salary and computers with colored laser printers and hardware.

Teacher pay, overall awareness of conditions in the schools and classrooms and concern from central office with improving the conditions. The attitude of "Let them deal with it" has to disappear!

Please explore the cafeteria. The vegetables are unsavory, too many starches are being served at one time and the cost of what a child may walk away with is high-priced.

Finances are desperately lacking. Many teachers would like to use computers but we can't afford them. A comparable salary would be nice too.

Teacher statistics - counselor salaries/ratio - administrator salaries. Paraprofessional salaries are almost abusive.

State funding - teacher salaries - careful examination of central /transportation and maintenance office, excessive personnel. Excessive transportation routes and personnel in office and excessive administrators in maintenance.

Supervision of students by administrators.

Tax exemption.

Teacher classloads. Secondary teachers in academic areas are overwhelmed.

Whatever it takes to keep continuity and tradition in CISD. The constant changes in personnel makes this difficult to do.

How to best resolve the issue of bilingual education in such a geographically large and diverse district.

Funding for educational programs. Redrawing district lines (overcrowding). Completion of started projects - i.e., Make sure Internet is working in all classrooms. We have the hookups but not all computers are hooked up to it!

Communication within the district and between the district and public.

Who is responsible for determining graduation plans, seems as if confusion between assistant superintendent for curriculum, Secondary curriculum coordinator and institutional coordinator as to whose role, thus creating late info and slow process of info gathering, etc.

Morale in this district. Staff development - lack of professionalism, teachers and staff are not treated as professionals in bilingual ESL programs.

Food service - menus - what is cost?

Building program - what was built first and how much the projects went over budget?

Teacher pay and benefits, budget, technology plan and support, central office staff who do not do job effectively.

Health quality of schools; air, molds, rodents.

Financial help for technology in the classroom. Where is all of our money being put?

CISD will continue to lose excellent teachers if they do not raise our pay! Teacher pay. Inadequate bus schedules. Teachers should not have to babysit students after school with no pay. Early release for middle school students - we should not be here later than high school kids!

Curriculum director - lack of specific ability in most subject areas. Look at administrative positions at central office.

The fact that athletics, band, choir, and dance classes meet both days on an A and B schedule, which over the course of 4 years does not allow students to take as many elective classes. Very few students become professional athletes, musicians and such, but all students must go to work.

I feel food services should be looked into because: children are getting too many starchy foods, food is overcooked and reheated and often times not even identifiable; portions for the older students are not adequate (some have told me they are still hungry) There is very little "cooking" just heat up frozen food and open cans. Since our nation's children are more overweight, this is a health concern.

Equity of funding between campuses. Better uses of buses. Percentage of budget spent on athletics, and extra-curricular activities. Organization of bond issues.

Less teacher paperwork, documentation, other than classroom lessons, tests, etc. More money for teachers, shorter work days or more conference time so less has to be done at home. The workload is 24 hours a day.
Thank You!

How money is allocated to schools, is it equal and how principals handle it.

I don't know or have enough contact in specific areas such as maintenance, transportation, billing, etc. to comment. I do think that security issues should be carefully considered and that they should be applied consistently across the district. Other concerns about bond issue funds and technology discussed above.

Teacher pay. Funding for regular education so that we as teachers can maintain our own family. We won't be working so hard (many hours) to make and make-up games to improvise for what we don't have.

1. Feasibility of dividing CISD into two separate school districts (Hill Country area and New Braunfels area);
2. Technology training for new systems, Internet, etc. (plans) for teacher training.

I feel that the administration (that central office as well as the school need to be addressed). I am deeply disappointed that there is very limited recognition in the school for those who are successful. I am not talking about academics or football. I mean extra curricular activities such as Dance Team, cheerleading, choir, band, etc. Also I feel that the distribution of funds throughout the district should be looked into. I feel and one can see that the Smithson side of the district receives more funding than the Canyon side. I understand that they have more students, but the money per student is not equal. Not only that, but their facilities are much nicer than ours, and they continue to only improve.

I believe in a district that supposedly struggles for funds for a one million dollar field house at Smithson Valley High School is a little extreme. Especially when we don't have enough textbooks or classrooms.

Why are high schools short textbooks (Government, Economics, Spanish III, to name a few)? Why do bonds promise one thing and deliver another? Why is there only one tennis coach for six teams in the Spring (students left alone at tournaments SAFETY), yet seven coaches for four baseball/softball teams?

As teachers, we are expected to implement the use of technology in our curriculum, yet we have maybe 20 computers available in individual classrooms. We are facing another mass exodus of teachers: (1) if the bond issue fails and (2) if teacher salaries are not increased. We can go down the road and earn \$5,000 to \$7,000, more and teach in better circumstances/facilities.

Help our district in the public relations area - our taxes are not high compared to other areas of the state and we do have good - safe schools. Help us send the message that growth is not bad.

Students in foreign languages do not understand the function of their own language, how can we expect them to learn a foreign language Early math teachers need to be hired efficient ones.

District Organization and Management; Personnel Management (Retiring and Hiring teachers).

Board-decision making. Central office directors.

Are there gross inequities between campuses? Are the budgets similar? Review spending on new additions. Are all campuses up to date in technology? Are some faculties devoting more time to "police" work and school security than others?

Administration. Food service - more workers needed.

Until the district as a whole feels and deals with the same problems caused by overcrowding, there can be no uniformity in dealing with it.

Everybody must be in the same boat to make it float.

Teacher salaries. Transportation - reduction of costs. Half-day kindergarten.

Specific roles of central office staff. Use of special education funds. Lack of equity in facilities and computer technology from campus to campus.

Money spent per student does not seem to be equal across the district.

CISD cannot keep quality educators and staff without comparable salaries. I personally make \$10,000 lower than other districts. There has to be an incentive (money) for higher education. Counselors, in particular, need money and help!

Review food service control over our local campus fundraising and profit made in food service on candy sales.

School Board needs to work for entire district. Make decisions that are cost-effective and fit with prior research. Stop changing decisions based on special interest opinions. I believe CISD is making progress toward overall improvement in many areas. I answered no opinion to several questions based on not being an employee in CISD over the last 5 years.

1. Items must be purchased from approved vendor lists, even when other sources have them cheaper.
2. When we call central office personnel, all we get is voice mail. There is no time they can return our calls because we are in class.

More basics in education - everywhere! Too many splinter programs. Kids out of class too much.

State purchasing policies, or maybe it is our interpretation of these policies approved vendor lists waste time and money.

Public opinion of the district and ways to improve our image in the community.

Could centralize maintenance and go outside for regular cleaning - would save on benefits. Why do we have 2 curriculum coordinators at central office when curriculum is decided at site base?

Salaries, Proper use of the money we have, The homestead exemption, the stress some schools put on "teaching" the TAAS test.

Technology, counseling, appropriate placement for some of our non-college bound students.

Recommendations improving work conditions to retain quality staff.
Improving leadership/coordination of services to students with disabilities.

Planning and implementation of special education services. How to cut down on contracted assessment service costs. How we can develop informational management services (tech support) that coordinate student services, library/media, instruction and businesses more effectively than Supporting politicians that are truly committed to helping public schools.

I am concerned about food service on the campus level. There are too few food service personnel to prepare and serve the food. I am also concerned about administrators or lack of. Many times we are left on our campus with no one in charge. I have been very honest in filling out this survey. Several times while completing it, I thought about not sending it in. I feel there will be repercussions on our campus when the results of the survey come out. Our principal has made it clear that we not take things off our campus and she made a point to hand deliver the surveys. Please keep the surveys and comments confidential.

Unnecessary requests from central office that alter the teaching schedule and keep teachers from teaching what is necessary. (Practice TAAS, etc.)
This district is supposed to be a "rich" district - where is the money going?

The students should be benefiting, not being held back because of lack of funds.

Board's micromanagement. Food Service - not management of funds but the garbage that is served as nutrition. All processed. Transportation. Athletics. Personnel/Human Relations.

- 1) Excessive administrators and personnel at central office.
- 2) Technology not evenly distributed between schools.

Technology and bus barn.

Elementary schools seem to be competing and teachers have been the workhorses in implementing new programs, strategies, technology, learning theories, etc. We feel driven to accommodate all these new "ideas" for the district and not necessarily for the students. I just wish I could focus my energies on my students needs, not on meetings, readings, paperwork, new methods, committees, etc. I believe in change with moderation the past 5 years have been very trying.

Technology grants and awarding of funds.

How teachers feel about morale and why they feel that way. I received this in my box at school Oct. 29. I'm mailing this Oct. 30. This also shows communication problems with the central office. Smithson Valley High School take in lake, Mountain Valley etc. - dividing the district.

District attendance zones to achieve a more uniform student population across the district.

Technology for all students in CISD, transportation, efficiency of board decisions and the formation of a new district for the Hill country schools.

Student overcrowding in certain schools. Rapid growth of district creating many problems - that have not been handled efficiently.

Teacher Salaries - Benefits Packages - Administrative staff at (central office) that are not essential, or ineffective in improving student performance education.

The Special Education Manager computer program

Technology, counseling, appropriate placement for some of our noncollege bound students.

Salaries; Proper use of the money we have; The homestead exemption;
The stress some schools put on "teaching" the TAAS test.

Could centralize maintenance and go outside for regular cleaning - Would save on benefits. Why do we have 2 curriculum coordinators at central office when curriculum is decided at site base.

Public opinion of the district and ways to improve our image in the community.

Allocation of funds for salaries of counselors. Our salaries vacillate as our responsibilities increase.

Attendance lines, bus safety, driver training, driver pay, and voting lines for school board seats.

Central office efficiency. Budget equality among schools. Technology availability to students.

Salaries for diagnosticians and teachers and aides.

- 1) Put teachers and administrator pay on the national average
- 2) Build appropriate facilities.
- 3) Implement high tech district wide at all levels.

- 1) School Board - issues of direction, vision and leadership.
- 2) What are the central office personnel really doing? (Not what they say they are doing)
- 3) Staff retention.
- 4) Focus of spending.

Bus situation-children spend too much time on the bus!

Public Information dept; curriculum dept. is re-inventing the wheel. Staff Development days are spent creating what is already created. A waste of time!!

1. Priorities.
2. Special Programs for gifted children.
3. Vocational Programs

Maintenance - how to move beyond Band-Aid approach, involve campus more in renovations and building projects - Technology - District and campus plans need to mesh campuses need to be involved in district plan.

T.I.F. grant expenditures and procedures; Board divisiveness - methods used to promote bond issues - central office. - Favoritism/nepotism of certain administrators toward schools/principals.

I don't feel there are any specific areas that need reviewing. CISD is doing a very good job under very difficult circumstances (explosive population growth).

Allocation of extra curricular money stipends? For extra duties money budgeted to each school and department.

CISD ignored TASB salary study. Accountability for money spent. Nepotism, Staffing equity.

How can we get more money to provide teachers with training (Project Read)? A more effective technology department?

Equity, equity - look at disparity in paraprofessional salaries as an example. Look at why three administrators were released from contracts to new jobs and one wasn't. Look at equalizing representation on the board. West side is the biggest with the least representations.

Appendix D

DISTRICT ADMINISTRATOR SURVEY RESULTS

A.) Optional

How many years have you been a CISD administrator, including this school year?

Total Responses	No Response	1 Yr	2 Yrs	3 Yrs	4 Yrs	5 Yrs	6 Yrs	10 Yrs	11 Yrs	12 Yrs	13 Yrs	15 Yrs	18 Yrs	20 Yrs	23 Yrs
25	2	1	2	3	2	3	2	1	1	2	1	2	1	1	1

B.) How many years have you been with CISD in total, including this school year?

Total Responses	No Response	2 Yrs	3 Yrs	4 Yrs	5 Yrs	6 Yrs	9 Yrs	11 Yrs	12 Yrs	13 Yrs	15 Yrs	18 Yrs	26 Yrs	30 Yrs	31 Yrs
25	4	2	3	1	2	2	1	1	3	1	1	1	1	1	1

C.) What is your ethnicity/race?

Total Responses	No Response	African American	Anglo	Hispanic	Asian	Other
25	3	21	1			

1. District Organization and Management

		Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a)	CISD school board members make sound decisions for the district.	25	1	11		6			2
b)	CISD board members deal with policy issues rather than day-to-day operations.	25	9	3		8		5	

c)	The superintendent communicates effectively with school staff.	25		2	15	6	1		1
d)	The central administration staff communicates effectively with school staff.	25		1	16	7	1		
e)	CISD's superintendent is the instructional leader of the district.	25	to-day operations	1	10	7	6		1
f)	The CISD superintendent works well with school staff.	25		2	16	6			1
g)	Staff in central administration work well with staff in the schools.	25		6	15	2	2		
h)	CISD is organized in a way that encourages student performance.	25		4	13	4	3		1
i)	CISD is organized in a way that encourages staff performance.	25		2	13	4	5	1	
j)	CISD has implemented a long-range plan.	25		3	15	5	1		1
k)	CISD's long-range plan is used in the district's	25		1	13	6	4		1

	decision-making process.								
l)	CISD is more efficient than it was five years ago.	25	1	3	6	5	5	1	4
m)	CISD is better managed today than it was five years ago.	25	1	3	6	6	4	1	4

2. Educational Service Delivery

		Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a)	The quality of instruction in CISD is good.	25		7	15	1	1		1
b)	Instructional supplies are readily available to teacher.	25	1	1	9	6	5	1	2
c)	All students effectively use computers as part of their educational program.	25		1	9	6	6	1	2
d)	The curriculum matches student academic needs.	25		2	16	5			2
e)	Teachers are given adequate guidance in implementing the curriculum.	25		2	11	9	1		2
f)	CISD's curriculum is coordinated	25		1	13	6	2		3

	from grade to grade within each school.								
g)	CISD's curriculum is coordinated among all schools.	25		1	13	6	1	1	3
h)	Grading is consistent across all schools.	25		2	6	10	2	1	4
i)	Student performance standards are consistent across all schools.	25		2	11	8	2		2
j)	CISD uses Texas Assessment of Academic Skills (TAAS) results to improve instruction.	25		6	15	2			2
k)	CISD does a good job of meeting the educational needs of diverse students.	25		2	18	3	1		1
l)	CISD students graduate with the skills they need to prepare them for the future.	25	1	19	2	1		2	
m)	The quality of instruction in CISD is better than it was five years ago.	25	1	2	8	7	2		5

3. Personnel Management

		Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a)	The staff development that the district provides its teachers helps them meet student needs.	25		2	12	9			2
b)	The staff development that the district provides its administrative staff helps them do their jobs more effectively.	25		2	9	8	6		
c)	The district does a good job of recruiting qualified employees.	25		2	10	8	3	2	
d)	The district does a good job of hiring qualified employees.	25		2	14	5	3	1	
e)	The district is able to retain qualified employees.	25		1	4	4	14	2	
f)	Vacant positions are filled in a timely manner.	25		1	8	7	8	1	
g)	Teacher absenteeism is minimal.	5			6	11	6	1	1
h)	Other employee absenteeism is minimal.	25			12	8	5		
i)	The district recognizes	25			10	3	10	2	

	superior staff								
j)	The district addresses poor performing staff.	25			8	9	6	2	
k)	The staff evaluation process has improved my ability to do my job.	25		1	9	5	8	1	1
l)	Salaries are set equitably for all CISD employees.	25			4	5	11	5	
m)	The CISD benefit package is competitive with comparable districts.	25		4	11	3	4	2	1

4. Community Involvement

		Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a)	Parents are actively involved in CISD's schools.	25		1	18	3	3		
b)	Community members and businesses are actively involved in CISD's schools.	25		1	15	6	3		
c)	CISD communicates well with the community.	25	1	1	14	4	5		
d)	The community is proud of CISD schools.	25		1	18	5	1		

e)	The district solicits comments and suggestions from the community.	25		2	19	2	2		
f)	The community provides comments and suggestions to the district.	25		1	19	3	1	1	
g)	The district takes advantage of community comments and suggestions.	25			17	6	2		
h)	The community is more involved in CISD than it was five years ago.	25		4	7	7	3		4

5. Facilities Use and Management

		Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a)	CISD facilities are clean.	25		8	16	1			
b)	CISD facilities are well maintained.	25		4	12	2	7		
c)	CISD facilities are not overcrowded.	25		1		4	11	9	
d)	Services provided by CISD's facilities department meet or exceed my expectations.	25		2	7	9	6	1	

e)	Attendance zones at CISD are well designed.	25		1	9	6	6	2	1
f)	CISD sets appropriate priorities for facility additions and improvements.	25			9	4	10	2	
g)	CISD has appropriate energy management and conservation programs.	25		7	13	3	2		
h)	CISD facilities are in better condition now than they were five years ago.	25			12	5	3	1	4

6. Asset and Risk Management

		Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a)	Equipment in CISD is replaced when necessary.	25		1	7	7	9	1	
b)	Everyone in the district is held responsible for equipment inventories assigned to them.	25		1	13	5	4	1	1
c)	CISD has adequate safety policies and procedures to avoid on-the-job injuries.	25			16	7	2		
d)	I am satisfied	25		5	16		3	1	

	with my health coverage and co-pay requirements.								
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7. Financial Management

		Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a)	The district allocates funds fairly among schools.	25		1	10	12		1	1
b)	The district allocates funds fairly among central office departments.	25	1		9	9	5	1	
c)	The district allocates funds fairly among educational programs.	25			7	13	3		2
d)	The district's budgeting process works well.	25			14	8	2		1
e)	I am sufficiently informed about how district funds are spent.	25		2	11	7	5		
f)	I have input in the budgeting and planning process.	25		3	12	4	3		3
g)	I am satisfied with mv	25		1	14	7	1		2

	ability to obtain accurate, consistent, and timely financial information.								
h)	CISD's financial situation is better than it was five years ago.	25		2	1	4	9	5	4

8. Purchasing

		Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a)	The requisition process for obtaining supplies is efficient.	25		2	17	3	2		1
b)	The requisition process for obtaining equipment is efficient.	25		1	13	6	4		1
c)	Purchasing procedures are clearly documented and easy to understand.	25		1	13	5	6		
d)	The district strictly adheres to its purchasing policies.	25			18	5	2		
e)	The textbook issuance process is efficient.	25			4	14	2		5
f)	The textbook	25			4	14	2		5

	return process is efficient.								
g)	CISD purchasing processes are better than they were five years ago.	25		2	8	8	3		4

9. Transportation

		Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a)	The school buses are safe.	25		1	13	7			4
b)	The school buses run on time.	25			7	12	1		5
c)	The school buses have minimal breakdowns.	25			8	12			5
d)	The school buses adequately serve students who participate in extracurricular activities.	25			9	10	1		5
e)	School bus drivers are dependable.	25			8	13			4
f)	School bus drivers are friendly and helpful to students.	25			9	12			4
g)	Students in CISD do not spend too much time traveling to school or home on the bus.	25			1	7	10	4	3

h)	CISD's transportation services are better than they were five years ago.	25			8	9	2		6
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10. Food Services

		Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a)	Food served in the cafeterias is nutritious.	25		1	14	5	2		3
b)	Cafeterias are clean.	25		2	21				2
c)	Food is available at a reasonable cost.	25		2	20	2			1
d)	Waiting time in lunch lines is kept to a minimum.	25			9	10	3	1	2
e)	Students have enough time to finish their lunch.	25			7	6	9	1	2
f)	Food waste is kept to a minimum.	25		1	8	13			3
g)	The food is provided with good services.	25		1	17	4	1		2
h)	Lunch periods start and end at reasonable time.	25			5	5	12		3

i)	Students receiving free or reduced-price meals are not easily identifiable when going through the line.	25		2	12	8			3
j)	CISD's food service is better than it was five years ago.	25		3	9	6	2		5

11. Safety and Security

		Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a)	Schools in CISD are safe and secure.	25		1	22	2			
b)	Alcohol, drug, and tobacco use is not a problem among CISD students.	25			4	11	9		1
c)	The student code of conduct is applied consistently across schools.	25			11	9	4		1
d)	The student code of conduct is applied consistently among students.	25			10	10	4		1
e)	CISD schools	25			13	10	1		1

	effectively handle student misbehavior.								
f)	CISD's anti-drug and anti-violence programs are effective.	25			12	10	1		2
g)	CISD has adequate security personnel to maintain a safe school environment.	25			9	5	9		2
h)	Schools in CISD are safer than they were five years ago.	25		1	5	10	4	1	4
i)	School violence has decreased in CISD in the past five years.	25	1		3	12	4	1	4

12. Computers and Technology

		Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a)	Technology is readily available for me to accomplish my administrative duties.	25		1	14	1	7	2	
b)	I have been given adequate training to effectively use technology.	25		1	10	2	10	2	
c)	I am given	25			9	3	10	3	

	adequate ongoing technical support to effectively use technology.								
d)	The district effectively uses technology to support instruction and student learning.	25		1	11	5	7		1
e)	The district effectively uses technology to streamline administrative functions.	25		1	9	6	7	2	
f)	Technology in the district is well planned.	25			4	7	9	5	
g)	Technology in the district is implemented effectively.	25			4	6	11	4	
h)	The district's technology staff is service oriented and helps me do my job.	25			11	5	5	4	
i)	Management Information System (MIS) requests are completed quickly.	25	1		6	8	6	1	3
j)	MIS requests are completed with few errors.	25			8	9	4	1	3
k)	Computer downtime is	25		3	11	4	4	2	1

	minimal.								
l)	CISD's computer systems are better today than they were five years ago.	25		5	8	5	4	1	2

13. General

a) In your opinion, what is the greatest strength of CISD?

Many of the teachers and employees truly care about the students and CISD. For the most part - good people work for CISD.

The quantity of personnel we have in our district and that means everybody.

Perseverance and Dedication - in spite of low pay, presumes to solve that problem given our geography and demographics; and state laws for student funding.

- 1) Good academic reputation in the area.
- 2) Committed superintendent, administrators, principals, and staff.
- 3) District located in a nice, well kept, beautiful part of the country.

The greatest strength is there is no single greatest strength area. There is strength throughout the district in human resources - district employees, community, parents, students, and Board of Trustee members.

Teachers, administrators, staff.

CISD has many hard working, dedicated employees who do what it takes to get the job done, in spite of any obstacles or setback. They care.

Creating a good learning environment on a shoe-string budget.

Common vision to provide the best educational program possible for all the students and secure a safe learning environment.

Ability to adapt to quickly changing conditions and provide a quality education but maintain low taxes.

The quality of the people - parents, CISD employees, etc.

Students who are well behaved and want to learn; Parents who support the schools and support education; Teachers who are dedicated, conscientious and do an excellent job with fewer resources each year.

Curricula, staff/students, community involvement.

Dedication of teachers and campus level staff.

The CISD has a sincere caring for each and every student regardless of race, economic status or learning ability.

Having staff who cares about the job they are responsible for doing and moving forward with innovative ideas cautiously and slowly.

I believe there is a strong sense of pride among students, faculty, and community.

The desire to effectively implement emerging computer technologies.

Students and Staff.

The teachers, principals and students are our greatest strength! Teaching and learning continues in spite of the chaos surrounding them.

Staff that puts kids first.

CISD's greatest strength is the educational community - the students, the teachers and the staff and the commitment to education.

b) In your opinion, what is the greatest weakness of CISD?

Having a school board who wants to micromanage the everyday operations of school and who are not very open minded to the overall goal of having a productive school system. Important issues generally end up with a 4-3 vote. This in turn trickles down as a negative or a positive whichever the case may be.

As an "outsider," I see CISD's greatest weakness as the failure to appreciate others perspectives and to compromise. The weakness is readily apparent as the Board of Trustees reflect their constituencies. All are good people with strong opinions, but the inability to come together as one voice on how to deal with our rapid growth keeps the district in constant limbo, trying to accomplish changes without adequate time or resources. The district's next biggest problem is the failure to compensate employees with comparable salaries to surrounding districts. Is a mass exodus imminent?

It's ok, given the nature and our district. Preventive maintenance could help - but then again the money problem.

The school board's inability to make sound and fair decisions for the entire district. The Hill Country Schools are not treated fairly. This is evident in the AEIS per pupil expenses.

Over-crowding, high school zoning.

Being a rich district therefore no money. Size in square mile.

Board does not always follow suggestions from administrators and teachers, who are the ones that (mostly) know.

Ongoing budget struggle due to state's method of funding. Building programs slowed by a very small group of taxpayers.

Parental apathy. Ignorance of patrons concerning district's financial situation.

Our current salary structure (or lack thereof) creates many inequitable situation among staff (professional, auxiliary, management).
Implementation of technology support to effectively streamline administrative functions.

- 1) Professional salary scale is below state levels.
- 2) School board not making decisions in a timely manner, trying to micro manage departments and not looking at the whole picture.

CISD is too large geographically to achieve the unity necessary among all the diverse areas of the district. There is a distinct division - East and West.

20 percent Homestead exemption.

Internal and External communication - ability to get accurate and timely information across 600 square miles is constantly a challenge.

Not enough money for anything and trying to communicate with all the patrons in our district.

Management of resources is weak.

It's size in terms of geographic area.

Purchasing procedures, technology support of teachers and administration

Failure to keep up with growth causing overcrowded conditions at several schools.

Overcrowding.

Disagreement among board members on a growth strategy in the district.

It does not recognize or encourage superior staff performance. It does not address poor staff performance. If this were done the quality of the staff would greatly increase. The competition between the in town campus and the hill country campus.

Board of Trustees.

Communication!

Governance and leadership.

c) What do you think about the overall efficiency and effectiveness of CISD?

Improvement is needed.

Great considering several insurmountable obstacles. Finances, facilities, and inadequate salaries.

Our district is so diverse and wide-spread with so many different opinions of how schools should be run that it is difficult to be effective.

CISD has been amazingly effective in the area of student learning despite ever decreasing monies for classroom instruction. However, the budget cuts, low salaries, etc., will soon begin to adversely affect learning.

Considering its financial constraints, it is good.

It is decreasing. We are losing good teachers to overcrowded conditions and low pay. All surrounding districts pay their teachers more. Smithson Valley High School is unfairly overcrowded. The Technology department is hurting this district. Lack of proper communication.

The efficiency and effectiveness of CISD has been adversely affected by rapid growth and dwindling resources.

I am concerned about efficient use of resources and personnel due to poor decision making skills.

I believe the CISD is effective in channeling the efforts of all departments toward improving the students opportunity for success.

I feel that the district attempts to be extremely effective, I think many areas could be more efficiently operated and maintained.

About average.

Considering the size and growth rate plus inadequate state funding, I think we do an excellent job in this respect.

OK for the most part; rapid growth really putting strain on Maintenance and Operation budget.

Good job, concerning financial limitations.

Overall, CISD is very effective compared to other districts in Texas.

Overall I believe the children are receiving a quality education.

Efficient and effective, but there is always room for improvement.

We are in the process of changing from a fairly stable, rural/small town district to a rapid growth suburban - type district. Everything is in a state of flux as we try to upgrade old processes that used to work but no longer work because of the rapid changes.

Working at a fast pace with limited resources, the goals set are being achieved.

I think CISD does a really good job but some people think we should like the district they care from.

Don't even know where to start here. Cut out money and manpower and I'm not sure what can be done. (remember my comment at trustees)

School board meetings would be more effective and productive if board members do not spend as much time discussing issues for the hours and are merely repetitive. This hinders the effectiveness of operations of schools.

d) What do you recommend to improve the efficiency and effectiveness of CISD?

Eliminate the 20 percent optional homestead to provide greater funding so staffing, buildings can be properly obtained.

For my programs - more money and classrooms in order to put in more programs. Cut the "Red Tape" on purchasing supplies and equipment.

Resources management training for administrators.

To improve the efficiency and effectiveness of the CISD, we must provide more space in overcrowded areas.

To have a school board that comes together in decisions and supports the administrative recommendations. This will improve efficiency and make the school district more effective in everything it tries to do.

Create a bond that will pass. Spend the district's money fairly - a more equal "per pupil" amount. Raise salaries so that we can keep good teachers and support staff. The Technology department needs to communicate more effectively and more professionally with the district. The department head of Technology could benefit from some professional communication classes and maybe some "Team Player" classes.

Continued application of computer technology.

A definitive salary structure.

Implementation of systems, teamwork among central office departments and shared problem-solving and decision-making between central and campus leaders.

Reorganization of Administrative; too many administrators. Answer directly to the superintendent.

It is my opinion that standards of the class as a whole should not be lowered to bring lower performing students up to a higher level - I believe all students should be challenged to the best they can be.

CISD has long ago outgrown the antiquated organizational structure. Too few professional staff are attempting to perform too many tasks. In 15 years, the organizational structure has not changed and the time has come to make the necessary changes to facilitate a better delivery system to ensure that effective student learning is occurring. For too long, we have been splintered. We need to refocus on our mission - and the students.

Drop the homestead exemption from 20 percent to 10 percent or eliminate it entirely. Develop a simple bond proposal that addresses the needs outlined by the long range planning and study committee and the demographic study.

Maintenance shop located on west side of district. Communications within schools.

We are crowded in the classroom and in the office.

Efficiency: more development seminars, for both, professionals and non-professionals. One on the management would be helpful. Effectiveness: suggestions and recommendations from the people that "know" will help us to be more effective.

Stop looking at slow - growing districts our size as prototypes and start looking at districts who recently (past 10-20 years) experienced what is happening to our district?

Money resources, space.

Everything - we (and our tax payers) need it.

Communicate more with the people - not saying's we don't know but, try and get people more involved which is very, very, hard in this district but we have to - that's our job.

Look at revising attendance zones or building a third high school in Canyon lake area.

Better use of technology - preventive maintenance program - assistance superintendent For Administration, etc. - teacher salary increases - bond passage.

e) What do we need to explore in this review?

Some board members - micromanage, do not support recommendations from the superintendent, can not make decision; vote on same issue 5 or 6 times. Do not know their role. This causes problems all the way down to the students.

Leasing or owning technology equipment. Classroom and Administrative equipment.

Space - classroom and office, storage.

Administration effectiveness (central and school lends); Financial efficiency; Personnel recruitment effectiveness; Student achievement.

Not sure.

I'm not real sure but our board has certain members that micromanage, in our school district and that's not right.

How the district can qualify for state aid as being one of the fastest growing districts in Texas.

Ways and means for superintendent or us, CISD employees, to work together toward the same goals.

Salary schedule Technology issues.

Many concerns about how the TIF Grant monies have been spent. Department of Technology acting independently of needs of campuses - no support. Many concerns expressed by principals regarding needed personnel.

Organizational structure. Operations. Budgeting, especially in technology.

Budget and expenditures of TIF Grant.

Allocation of school funds - across district - compare New Braunfels Schools to Hill Country Schools. Salaries - compared to other surrounding school districts.

The effectiveness of the Technology Department - are they communicating well with the schools? Are they doing what is best for the district or just what the director of Technology thinks is best for him? The overcrowding situation.

You need to explore how the district can get more state funds for the population growth that occurs each year. It is obvious by looking at salaries that the money is not being squandered away. People who work in this district are truly dedicated to their professions. This is the only district I have worked in (out of several in this area) that truly scrimps and saves wherever they can.

Population of students and space available in current school buildings.

Staffing in the Administration Building. Along with its facility.

Approximately 85 percent of a school district's budget is salaries; ours are already at the back of the pack. That leaves the other 15 percent in operations to governance, transportation, technology and the interfacing of different divisions with the campuses and the public and with other departments.

Appendix E

PARENT SURVEY RESULTS

A. Tables

Optional

A.) How many years have you lived in CISD?

Total Responses	No Response	1 Year	2 Years	3 Years	4 Years
165	4	38	29	39	55

B.) In what grade level(s) is your child(ren) enrolled?

Question	Response
Kindergarten	18
1st	13
2nd	23
3rd	15
4th	20
5th	29
6th	22
7th	37
8th	17
9th	31
10th	42
11th	13
12th	30

C.) What school(s) does your child(ren) attend?

Response	Total Responses
Arlon Seay Intermediate	13
Bill Brown Elementary	8
Bulverde Elementary	5

a)	CISD school board members make sound decisions for the district.	165	5	8	47	41	42	19	3
b)	CISD school board members understand student needs.	165	3	9	76	26	37	11	3
c)	The CISD superintendent is an effective administrator.	165	2	13	50	60	20	15	5
d)	The CISD superintendent is the instructional leader of the district.	165	2	10	50	72	13	13	5
e)	The CISD central administrative staff work well with the schools.	165	10	14	44	53	33	7	4
f)	The principal at my child(ren)'s school is available when I need him/her.	165	0	53	68	29	10	5	0
g)	I know about the different programs and services provided by CISD.	165	6	21	76	11	43	8	
h)	I am involved in decision making at my child(ren)'s school.	165	8	17	58	28	44	7	3
i)	Taxpayer dollars are being used wisely to support public	165	5	9	50	31	34	34	2

education in CISD.									
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2. Educational Service Delivery

		Total Responses	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a)	The quality of instruction in my child(ren)'s school is good.	165	2	28	108	3	20	4	0
b)	The quality of instruction in my child(ren)'s school is better than it was five years ago.	165	2	13	42	60	31	4	13
c)	My child(ren) is using computers and the Internet at school.	165	4	26	104	10	15	4	2
d)	My child(ren) knows how to use computers and the Internet.	165	1	36	106	6	15	0	1
e)	My child(ren) is taught the appropriate subjects at school.	165	4	28	105	1	22	5	0
f)	Teachers in my child(ren)'s school know the material they teach.	165	6	28	104	12	11	4	0
g)	Teachers in my child(ren)'s school expect my child(ren) to do his or her very best.	165	2	40	102	8	11	2	0
h)	My child(ren)'s teacher works with me to improve the educational experience of my child(ren).	165	2	38	79	22	22	2	0

i)	CISD does a good job of meeting the educational needs of a diverse student population.	165	6	18	76	31	28	5	1
j)	CISD students graduate with the skills they need to prepare them for jobs or for college.	165	4	9	64	55	22	7	4
k)	My child(ren)'s school has the materials and supplies it needs.	165	2	12	83	17	47	4	0
l)	The regular education program at my child(ren)'s school does a good job of educating students.	165	2	17	111	14	15	6	0
m)	The special education program at my child(ren)'s school does a good job of educating students with disabilities.	165	7	7	42	73	8	3	25
n)	The special education program at my child(ren)'s school identifies the right students to receive services.	165	6	9	42	65	9	8	26
o)	CISD does a good job of preventing students from dropping out of school.	165	2	10	39	82	16	8	8
p)	CISD does a good job of assisting	165	3	22	44	54	31	6	5

	students who are behind in reading.								
q)	CISD does a good job of assisting students who are behind in math.	165	3	16	48	53	35	6	4
r)	The career and technology education program at my child(ren)'s school does a good job of preparing students for future jobs.	165	3	5	35	74	13	10	25
s)	The bilingual/English as a Second Language (ESL) program at my child(ren)'s school does a good job of identifying the right students to receive services.	165	3	4	21	98	4	3	32
t)	The bilingual/ESL program at my child(ren)'s school does a good job of educating students.	165	2	5	21	99	4	1	33
u)	The gifted and talented program at my child(ren)'s school identifies the right students to receive services.	165	6	13	48	45	28	15	10
v)	The gifted and talented program at my child(ren)'s school does a good job of	165	4	19	47	59	18	4	14

	educating students.								
w)	The district's Texas Assessment of Academic Skills (TAAS) scores are improving at an acceptable rate.	165	6	11	62	60	18	4	4
x)	The district does a good job of recruiting and hiring qualified teachers.	165	5	11	67	39	32	11	0
y)	The classes at my child(ren)'s school are small enough so that each student receives individual attention from the teacher.	165	2	10	58	18	54	23	0
z)	Teachers encourage my child(ren) to have high expectations for themselves.	165	3	31	86	20	22	3	0

3. Community Involvement

		Total Responses	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a)	I am encouraged to be involved at my child(ren)'s school.	165	2	30	83	20	27	3	0
b)	I am involved at my child(ren)'s school.	165	0	20	100	26	15	0	4
c)	Many parents are	165	1	23	80	33	25	2	1

	active and involved in my child(ren)'s school.								
d)	I feel welcome at my child(ren)'s school.	165	1	34	100	9	18	3	0
e)	CISD keeps me informed about what is going on in the district.	165	2	16	80	8	44	15	0
f)	The community is proud of CISD schools.	165	6	24	85	21	22	7	0
g)	CISD often asks the community for comments and suggestions about the schools.	165	3	14	68	33	29	18	0
h)	The community often provides suggestions and comments to the district.	165	4	11	85	49	11	4	1
i)	The district takes advantage of community comments and suggestions.	165	4	7	38	64	37	14	1
j)	The district does a better job of	165	4	6	40	77	17	11	10

	involving the community than it did five years ago.								
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4. Facilities

		Total Responses	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a)	My child(ren)'s school is clean.	165	2	42	99	2	18	2	0
b)	My child(ren)'s school is well maintained.	165	2	38	100	7	17	1	0
c)	My child(ren)'s school is not overcrowded.	165	0	15	30	13	55	50	2
d)	Construction projects at my child(ren)'s school are well planned and managed.	165	0	14	57	27	41	23	3
e)	Attendance zones at CISD are well designed.	165	3	12	45	44	33	27	1
f)	CISD sets appropriate priorities for facility additions and improvements.	165	4	7	46	38	43	27	0
g)	CISD facilities are better today than they were five years ago.	165	2	10	46	49	31	19	8
h)	CISD has appropriate energy management and	165	3	55	74	19	6	0	

conservation programs.									
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5. Financial Management

		Total Responses	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a)	The district allocates funds fairly among schools.	165	1	6	29	68	40	19	2
b)	The district allocates funds fairly among educational programs.	165	1	6	24	77	32	22	3
c)	I know how district funds are spent.	165	5	6	36	31	64	21	2
d)	I am satisfied with how district funds are spent.	165	5	6	17	64	43	27	3
e)	I have input in the district's budgeting and planning process.	165	7	5	11	54	61	20	7
f)	CISD's financial situation is better than it was five years ago.	165	3	4	17	90	18	25	8

6. Transportation (See 6a and 6k below)

6a	Total	No Response	Takes the	Walks	Rides Bike	Rides with	Carpools with	Drives own	Other
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				School Bus				family or friend	car	
a)	How does your child(ren) get to school? (Check all that apply)	278	0	108	1	1	94	31	39	4

		Total Responses	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
b)	Is your child(ren) eligible for school bus.	165	2	157	6	0	0	0	0
c)	If your child(ren) is eligible for school bus services, does he or she regularly ride the bus?	165	7	91	67	0	0	0	0
d)	The school buses are safe.	165	19	13	72	9	37	14	1
e)	The school buses run on time.	165	17	19	96	5	21	4	3
f)	The school buses have minimal breakdowns.	165	17	18	89	24	14	1	2
g)	The school buses adequately serve students who participate in extracurricular activities.	165	18	11	46	40	31	14	5
h)	My child(ren) does not spend too much time on the bus traveling to and from school.	165	21	9	39	13	45	28	10

i)	School bus drivers are friendly and helpful to students.	165	20	18	60	21	32	13	1	
j)	CISD's bus services are better today than five years ago.	165	20	11	9	23	73	17	12	
	6k	Total	No Response	Takes the School Bus	Walks	Rides Bike	Rides with	Carpools with family or friend	Drives own car	Other
k)	If your child(ren) does not regularly ride the bus, why not? (Check all that apply)	214	0	53	21	10	28	12	39	51

Other Text Response:

<ul style="list-style-type: none"> I work at Arlon Seay Intermediate School. So my daughter and son ride with me. My son then rides a bus to Smithson Valley Middle School. 	<ul style="list-style-type: none"> I take my children to school and alternate eating breakfast with each and taking them to their room. 	<ul style="list-style-type: none"> Bad language and rough kids ride the bus.
<ul style="list-style-type: none"> Bus boarding is too early in the morning. 	<ul style="list-style-type: none"> The trip is too far and tedious to travel on bus. 	<ul style="list-style-type: none"> Too long to get home.
<ul style="list-style-type: none"> Not Regular - Between 6:50 a.m. and 7:20 a.m. 	<ul style="list-style-type: none"> Overcrowded- Inadequate Supervision. 	<ul style="list-style-type: none"> Work at Arlon Seay Intermediate so ride with me -then bus to Smithson Valley Middle School.
<ul style="list-style-type: none"> Work program. 	<ul style="list-style-type: none"> Fights on the bus; no seat belts 	<ul style="list-style-type: none"> Bus stop is too far from my home; out of my sight.

<ul style="list-style-type: none"> I have heard about fights and other incidences on the buses. Also, I feel it is unsafe not to have seat belts for the children. And it is not safe for the drivers to ride on the small shoulder of the road. 	<ul style="list-style-type: none"> Have been mentally and physically teased - harshly. 	<ul style="list-style-type: none"> Overcrowded bus, inadequate supervision of students on the bus.
<ul style="list-style-type: none"> Takes too long to get home on the bus! Spring Branch Middle School (SBMS). 	<ul style="list-style-type: none"> Profanity, smoking in back of buses. 	<ul style="list-style-type: none"> After school athletics; live outside boundaries.
<ul style="list-style-type: none"> I am a faculty member who has chosen to enroll my children in CISD. I believe CISD is better than the local school district (NBISD) New Braunfels. 	<ul style="list-style-type: none"> Also, there is way too much profanity and smoking in back of the buses. 	<ul style="list-style-type: none"> When we drive it is to spare our kids. The bus is hostile. My children are on the bus 45 min each way (1hr 30 min/day) It is unacceptable and unfair to do that to any child for 13 years.
<ul style="list-style-type: none"> My children have been harshly teased on the bus, mentally and physically. 	<ul style="list-style-type: none"> Faculty member who choose to enroll in CISD 	<ul style="list-style-type: none"> No buses for after school activities.
<ul style="list-style-type: none"> There is no control over behavior. 	<ul style="list-style-type: none"> The buses are extremely overcrowded - 4 children to a seat is ridiculous. 	<ul style="list-style-type: none"> Overcrowding on bus.
<ul style="list-style-type: none"> Because they ride all together: elementary, middle, high school. 	<ul style="list-style-type: none"> My child is picked up by the bus at 6:30 a.m. (special education) forcing him to eat breakfast at school. But this is better than last year when he was picked up at 6:10 a.m. 	<ul style="list-style-type: none"> Most incidents happen to and from school on the bus.
<ul style="list-style-type: none"> The bus driver is not safe. 	<ul style="list-style-type: none"> When we decide to send our child on the bus, the bus isn't on a regular time so sometimes we miss it, and the driver won't stop for us. Sometimes she's there at 6:50-7:20 	<ul style="list-style-type: none"> After school athletics, live outside Canyon Middle School boundaries.

	a.m.	
<ul style="list-style-type: none"> My children (3) would be required to walk to a stop that is out of my direct line of sight approx. 1 block away. Not safe in my opinion. 	<ul style="list-style-type: none"> Bus picks up too early. 	<ul style="list-style-type: none"> Prefer 2nd grader not exposed to language of junior high students.
<ul style="list-style-type: none"> At our house, driving to school is a high school privilege. Our younger kids get on the bus at 6:20 a.m. That's <i>too</i> early. 	<ul style="list-style-type: none"> My child in middle school. I drive to school because the bus comes by our house at 6:30 a.m. for 8:30 a.m. classes. 	<ul style="list-style-type: none"> Bigger kids constantly harass smaller kids.
<ul style="list-style-type: none"> I take my kids to school in a.m. only - they ride bus home in the p.m. 	<ul style="list-style-type: none"> Children misbehave and use crude and foul language all the time. I like to make sure they are picked up and with me. 	<ul style="list-style-type: none"> Too much foolishness on bus.
<ul style="list-style-type: none"> We live too close and would have to leave too early. Besides we talk on the way. 	<ul style="list-style-type: none"> I live in Canyon Lake, my child has been attending Mountain Valley Elementary School, but I work in Bulverde so she was transferred to be closer to me. 	<ul style="list-style-type: none"> Overcrowded, takes a ride to another school before coming home. Same in morning.
<ul style="list-style-type: none"> Plays football. 	<ul style="list-style-type: none"> No buses for afterschool activities. 	School Bus picks my children up in the morning. I pick them up in the afternoon.

7. Food Service

		Total Responses	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a)	My child(ren) frequently eats at the cafeteria.	165	3	36	96	4	12	13	1
b)	My child(ren) likes the food.	165	4	20	73	14	36	18	0

c)	The food at my child(ren)'s school is healthy.	165	3	14	72	28	38	10	0
d)	The cafeteria is clean.	165	4	18	124	14	1	4	0
e)	My child(ren) eats lunch at a reasonable time of the day.	165	6	16	110	2	16	13	2
f)	Food is available at a reasonable cost.	165	4	17	118	4	19	1	2
g)	Waiting time in lunch lines is kept to a minimum.	165	8	11	50	25	45	26	0
h)	My child(ren) has enough time to eat lunch.	165	6	7	69	7	45	31	0
i)	CISD food service is better today than it was five years ago.	165	7	15	31	77	16	9	10

8. Safety and Security

		Total Responses	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
a)	My child(ren) is safe in CISD schools.	165	3	26	91	17	21	5	2
b)	My child(ren) is safe as he or she travels	165	4	18	109	9	19	4	2

	to and from school.								
c)	CISD schools handle student misbehavior appropriately.	165	5	16	84	20	22	18	0
d)	Discipline at CISD schools is fair to all.	165	5	16	79	19	35	11	0
e)	CISD's anti-drug and anti-violence programs are effective.	165	2	17	79	32	27	8	0
f)	CISD has adequate security personnel to maintain a safe school environment.	165	5	13	74	39	27	6	1
g)	CISD schools are safer today than they were five years ago.	165	4	12	27	77	22	14	9

Appendix E

PARENT SURVEY RESULTS

B. What does CISD do best

9. General

a) In your opinion, what does CISD do best?

<ul style="list-style-type: none"> Care about all the children. 	<ul style="list-style-type: none"> Bus system effective for such a large area. 	<ul style="list-style-type: none"> Has a strong education for the regular students.
<ul style="list-style-type: none"> Communication with parents and students is good. I love Comal - there are just a few things that I am not happy with. 	<ul style="list-style-type: none"> Builds pretty schools. 	<ul style="list-style-type: none"> Lie about where the money from bond issues are really going to be spent.
<ul style="list-style-type: none"> Spend all the tax money quickly without considering the options. 	<ul style="list-style-type: none"> The principals at the two schools my children attend are the best. They really seem to have their act together and know how to talk to kids. They also seem to be honestly concerned with getting to the bottom of things when there is a problem. 	<ul style="list-style-type: none"> I would like to see both playgrounds moved to the back away from the two roads - where someone could get to the children very quickly.
<ul style="list-style-type: none"> Change its mind. 	<ul style="list-style-type: none"> Educate children to read. 	<ul style="list-style-type: none"> Openly favor Canyon High School over Smithson Valley High School from

		<p>programs to salaries. A review of salaries and positions shows a definite lop-sideness.</p>
<ul style="list-style-type: none"> The school district wastes money. Does not plan - and they do that best! They lie to the public - and on a regular basis - and deserves an award for their manipulation of the facts and media! 	<ul style="list-style-type: none"> The elementary teachers are conscientious, study new methods, care about my child. 	<ul style="list-style-type: none"> I liked the way the staff, including the principal handle the little conflicts among the students. They took the time to talk to both my girls after having done trouble with other girls. They are new to the district, I was very impressed!
<ul style="list-style-type: none"> Educate children. 	<ul style="list-style-type: none"> Special Education programs. 	<ul style="list-style-type: none"> It has placed my son in a reading program. It is helping my son to learn how to read. He is a slow learner and I feel with this extra help he is progressing.
<ul style="list-style-type: none"> We think they have great teachers. Most of them are. We've had real good ones. Mostly if you talk to them. That really helps. They do listen. That helps. If we have one that doesn't, then we argue. 	<ul style="list-style-type: none"> Provide a community learning atmosphere. 	<ul style="list-style-type: none"> Waste money.

<ul style="list-style-type: none"> • So far schools are smaller and class sizes manageable. Teachers know their students well, and most are well-prepared to teach. 	<ul style="list-style-type: none"> • They keep in contact with parents. Children's self-esteem high. 	<ul style="list-style-type: none"> • Provide a safe environment.
<ul style="list-style-type: none"> • CISD listened to the wants and needs of parents in order to provide an exceptional learning environment for their children. 	<ul style="list-style-type: none"> • We were very impressed with the school's attention to our child's special needs. They have been cooperative, informative, and taken extra care to see that our daughter has made excellent progress since she has been a student there. 	<ul style="list-style-type: none"> • Academics.
<ul style="list-style-type: none"> • Handle discipline problems. 	<ul style="list-style-type: none"> • Pay their administrative staff. 	<ul style="list-style-type: none"> • Very safe athletic program. Smithson Valley High School coaches are greatest. Very compassionate and very concerned about their players. The best plan: No pass, No play!
<ul style="list-style-type: none"> • Teachers and principals are very good. 	<ul style="list-style-type: none"> • They provide education for the average child. 	<ul style="list-style-type: none"> • Provide an education.
<ul style="list-style-type: none"> • Maintain a safe environment in which our children can 	<ul style="list-style-type: none"> • Bell Brunen Elementary School-Best 	<ul style="list-style-type: none"> • Help the community also help me get a

learn.	elementary school I've seen in reaching, teaching, and motivating kids - and we've seen many in many systems and states.	diploma and I really like the community in school program. They have really helped at my time of need.
<ul style="list-style-type: none"> The local classroom teachers and principals are who make a difference at CISD. Kids will do better and have better attendance if they know someone cares that they are there. 	<ul style="list-style-type: none"> Hiring "Football" Coaching staff. 	<ul style="list-style-type: none"> CISD has hired very committed, enthusiastic teachers. I have been pleasantly surprised by this consistent quality.
<ul style="list-style-type: none"> Give the impression that they truly care about the children they educate. 	<ul style="list-style-type: none"> Teach the students. 	<ul style="list-style-type: none"> They keep the education level challenging and interesting. Great project selection. Consistent reading programs.
<ul style="list-style-type: none"> The district strives to improve in all academic areas by holding the appropriate people responsible (i.e. teachers, administrators, and parents.) The district is supportive of continuing the education of its teachers, through workshops, seminars, higher education. 	<ul style="list-style-type: none"> Educates the students, especially if they are not doing so well in some subjects - giving them extra help. 	<ul style="list-style-type: none"> Allows other academic institutions to pull student records for consideration in programs as international exchange-student placement also the reflections PGM is wonderful and should be done twice year.
<ul style="list-style-type: none"> Not much. In the past 	<ul style="list-style-type: none"> Teach 	<ul style="list-style-type: none"> Spend taxnavers

<p>- great teachers and administrators and communication with the parents. At present, we are just a number - everyone is too busy and the quality of our teachers is declining.</p>		<p>money foolishly paraprofessionals were made to attend customer service training recently. Some of the paras had already been through the same training with the same facilitator. We need training in useful areas such as technology or 1st aid. Could not come up with anything CISD does best.</p>
<ul style="list-style-type: none"> • Hires good people. Keeps good control of the kids. 	<ul style="list-style-type: none"> • Encourages strong educational growth; emphasizes drug awareness; selects good teachers. 	<ul style="list-style-type: none"> • Foolishly spend tax money.
<ul style="list-style-type: none"> • The subjects they teach. 	<ul style="list-style-type: none"> • Ask for money. 	<ul style="list-style-type: none"> • Educate.
<ul style="list-style-type: none"> • CISD listens to the needs and wants of parents. 	<ul style="list-style-type: none"> • Waste money. 	<ul style="list-style-type: none"> • Elementary teachers are conscientious, study new methods, care about my child.
<ul style="list-style-type: none"> • Teach my child to read; educate. 	<ul style="list-style-type: none"> • Special Education Programs. 	<ul style="list-style-type: none"> • My children have been very excited and very pleased with their teachers over the past 2 years - they seem to be a

		<p>great effort made to ensure the quality of teachers and since my children are with them, more than with the family during the week. I am very glad that they are the great role models and competent individuals that they are. So I guess my answer is great teachers and a very family oriented environment!</p>
<ul style="list-style-type: none"> Maintains many of the qualities found in a small school. Everyone knows everyone and we all look out for all the kids. 	<ul style="list-style-type: none"> Keeps gangs out of our Smithson Valley High School or really has a good handle on it. 	<ul style="list-style-type: none"> Educate children.
<ul style="list-style-type: none"> Let the children feel their feelings about problems, etc. but are too lenient when children step out of line. 	<ul style="list-style-type: none"> Promote athletics - not academics! 	<ul style="list-style-type: none"> CISD children are valued and respected by teachers, administrators and all staff. Respect and discipline are not just given lip service. They are practiced with great consistency.
<ul style="list-style-type: none"> 1) It encourage strong education growth in children. 2) It 	<ul style="list-style-type: none"> Hires good people, keeps control of the 	<ul style="list-style-type: none"> CISD provides good teachers, learning

<p>emphasizes drug awareness programs. 3) Selects well-trained teachers.</p>	<p>kids as whole.</p>	<p>environment. The schools are very clean.</p>
<ul style="list-style-type: none"> • CISD tries to meet all the children's needs. 	<ul style="list-style-type: none"> • Encourage kids to do their best. 	<ul style="list-style-type: none"> • Ask for money.
<ul style="list-style-type: none"> • I really like that CISD does have programs for gifted and talented children, but the teachers - some teach strictly from the book and there is not any excitement or learning from the kids point of view. Others don't share their knowledge and expect the children to teach themselves. 	<ul style="list-style-type: none"> • Hires teachers that genuinely care for the children - they're certainly not there for the money. 	<ul style="list-style-type: none"> • At this time - not much. In the past - great teachers and administrators. Great communication was the parents in the past. At the present - we are just a number everyone is too busy. The quality of our teachers is declining.
<ul style="list-style-type: none"> • Spend taxpayers money foolishly! Paraprofessionals were made to attend "Customer Service Training" recently. Some of the paras had already been through the same training with the same facilitator. We need training in useful areas such as technology or 1st aid. Really my husband and I discussed this and could not come up with something CISD does best. 	<ul style="list-style-type: none"> • Encourage kids to do their best 	<ul style="list-style-type: none"> • CISD has a wonderful special education program
<ul style="list-style-type: none"> • Provide an education. 	<ul style="list-style-type: none"> • No opinion. 	<ul style="list-style-type: none"> • The subjects they teach.

<ul style="list-style-type: none"> • Offers incentives and rewards for good conduct. Recognition for students. Upgrading of equipment and textbooks. Providing counseling for students on managing their emotions. 	<ul style="list-style-type: none"> • Handle student conflicts in a caring way. 	<ul style="list-style-type: none"> • Waste money; lie to the public and manipulate facts.
<ul style="list-style-type: none"> • Teach children to read. 	<ul style="list-style-type: none"> • Teacher-student interaction is good and teachers are well-prepared. 	<ul style="list-style-type: none"> • Favor Canyon High School over Smithson Valley High School (programs and salaries).
<ul style="list-style-type: none"> • Ask for money. 		

Appendix E

PARENT SURVEY RESULTS

C. If you could make one change

If you could make one change in CISD programs, activities, or administration to improve education, what would it be?

<ul style="list-style-type: none"> No homework - All work done at school. 	<ul style="list-style-type: none"> Make academics the top priority and not athletics, which are extra curricular. I would allow more money for academics and less for athletics, I would ask the district to sponsor and fund the music and dance programs (and ACADEC, etc.) as they fund athletics. Other activities and clubs take 2nd place to athletics. 	<ul style="list-style-type: none"> Can't think of anything off hand.
<ul style="list-style-type: none"> Single member districts - fail representation of students attending the schools. 	<ul style="list-style-type: none"> Programs that should be a must -- How to start your own business. Actual training for careers. 	<ul style="list-style-type: none"> Allow more flexibility - A band member is penalized by playing sports and vice versa.
<ul style="list-style-type: none"> Help Garden Ridge get a high school!! Make a high school closer to Garden 	<ul style="list-style-type: none"> Move the schools closer to the Canyon Lake area. 	<ul style="list-style-type: none"> The failed bond elections trouble me. Why isn't there more consensus? Why

<p>Ridge to keep the children from having to commute so far. It is a hardship on active kids in Band, Choir, Athletics to be so far from school. Shuttles are limited to athletic students only. We drive 34 miles round trip 3-4 times per week just for extracurricular activities - this is unreasonable.</p>	<p>Specifically, the north side of Canyon Lake near Canyon Dam. More specifically - a middle and high school. Our children attend school approximately 20-25 miles away from our home.</p>	<p>can't school board members "sell" growth programs. What size classes does my 4th grader face in Middle school or High school? These are difficult issues that need addressing if the district is to maintain its high quality!</p>
<ul style="list-style-type: none"> To let parents come to visit their children at school, CISD make it impossible for that to happen. Why can parents "just stop by" in day cares but not in local schools? I have the right since it is my child and I pay for their salaries. 	<ul style="list-style-type: none"> Open Houses among the schools need to be scheduled either on different days or better times (I was not able to attend both schools because they were scheduled at the same time). 	<ul style="list-style-type: none"> CISD should pay its teachers more, from base pay through master's degree. Some of our excellent, caring teachers are going to better paying districts. If I could make 2 changes I would split this district.
<ul style="list-style-type: none"> I feel there is so much offered to them there isn't much time for studies. 	<ul style="list-style-type: none"> I would let Smithson Valley form their own school district. 	<ul style="list-style-type: none"> Reduce crowded halls, classes and lunchroom.
<ul style="list-style-type: none"> There needs to be a better-qualified Special Education Supervisor who is dedicated to the needs of special students, their parents and special 	<ul style="list-style-type: none"> Make it more efficient. It costs way too much. Perhaps turning it over to a private entity would straighten out 	<ul style="list-style-type: none"> Add computer labs to every school and put computers and technology in each classroom.

ed teachers.	the mess.	
<ul style="list-style-type: none"> Why!?!? Can't the boundaries change as they do in any other district to balance the students in the school, too many students and portable buildings at Smithson Valley High School. Not enough books for each student; move some of the students to Canyon High School or New Braunfels High School whether the parents like it or not. Do what is best for the learning of the whole balance and safety. 	<ul style="list-style-type: none"> Add a good program for special education kids. My heart goes out to the parents of special needs children or children on Ritalin or other medications. I feel that this is an area where many children slip through the cracks. I see these children as desperate to find a program designed for them. I have heard many stories, so this must be a real problem. No programs for them! As a parent of a gifted child who also needs a good program, I feel so lucky that my child does not have to go through the anxiety that these learning disabled kids do. 	<ul style="list-style-type: none"> Build a high school on 306 Hwy and possibly another middle school. too.
<ul style="list-style-type: none"> I paid to join PTA why am I not notified of PTA 	<ul style="list-style-type: none"> Smaller classes or more teachers. 	<ul style="list-style-type: none"> Implement across the board standards. All CISD schools

<p>meetings? Smaller classrooms. Before and after school programs for parents who work. More convenient bus stops. Seat belts on buses.</p>		<p>should be built, supplied and staffed using the same standards. It is ridiculous to have children at a middle school using ancient Mac computers while another middle school has new and better computers.</p>
<ul style="list-style-type: none"> • Better transportation to and from Garden Ridge area for all activities. 	<ul style="list-style-type: none"> • Smaller class size, smaller high school at Smithson Valley High School...getting too large - overcrowded - too heavy emphasis on football - put academics first. 	<ul style="list-style-type: none"> • Begin teaching Spanish in first grade as a required subject until 9th grade.
<ul style="list-style-type: none"> • I would let Smithson Valley form their own school district. 	<ul style="list-style-type: none"> • Reduce the athletics programs and put more job training classes in. 	<ul style="list-style-type: none"> • Divide the district into subdistricts with a separate school board for each respective members elected from the subdistrict they live in.
<ul style="list-style-type: none"> • I think that money should be divided equally between band, music - not more for athletics. 	<ul style="list-style-type: none"> • Concern for special needs children whatever that need should be. 	<ul style="list-style-type: none"> • Smaller class size, smaller high school at Smithson Valley High School (This school is getting too large, overcrowded, unable to accommodate all of the students.) Take away the heavv

		emphasis on football and put Academics first.
<ul style="list-style-type: none"> A superintendent who cares equally about quality education for all schools in his care rather than purportedly making statements that include "you don't like it, there's the door." and "I have a contract so I'm here whether you are or not." More career oriented programs. Less emphasis on athletics and more on preparing all students for life in the real world. Smaller schools which create less discipline problems, a safer environment and a better education. More options for discipline (special education students currently occupy most spaces allocated at discipline center leaving no options for regular education student placement). 	<ul style="list-style-type: none"> I think the parents should be more informed about what programs are available to each student in their appropriate school. If not for a caring teacher, Mrs. Klein, my son would probably still be struggling. 	<ul style="list-style-type: none"> I feel that many students need more help with reading. I work at our alternative school, and many of the students who come to us have reading problems. We need to prevent students like these from "falling through the cracks."
<ul style="list-style-type: none"> Smaller classes: 19 children at most. 	<ul style="list-style-type: none"> To gain control over the students. to 	<ul style="list-style-type: none"> More contact/communication between students

	enforce more discipline if needed without recourse.	and counselors.
<ul style="list-style-type: none"> • Fire the school's superintendent and the high school principal at Smithson Valley High School and the coaching staff. 	<ul style="list-style-type: none"> • No opinion. 	<ul style="list-style-type: none"> • I don't know how to implement the change, but I am appalled by student behavior, including restroom vandalism, petty theft, bad language, general disrespect for teachers, etc.
<ul style="list-style-type: none"> • Add courses to help students to get better jobs. 	<ul style="list-style-type: none"> • Buses drive in the middle of the day - My son is in Pre-k so he can ride the bus in the morning, but I have to pick him up. 	<ul style="list-style-type: none"> • Transportation - need better organization as well as control of student behavior and more available transportation for after school activities. It is not acceptable for my child to arrive at 5:30 to 6pm when school is out at 3:30!
<ul style="list-style-type: none"> • Pay staff more so we don't lose experienced teachers to other better paying districts. (It happens a lot.) Go back to K-6, 7-8, 9-12 campuses where kids won't be bussed so far. 	<ul style="list-style-type: none"> • Everybody has done a real good job, and I'm happy with how it is. 	<ul style="list-style-type: none"> • Get rid of the "skills for family living" classes. They are a waste of time when our students want to take other classes.
<ul style="list-style-type: none"> • Hire teachers with better communication 	<ul style="list-style-type: none"> • Smaller class size, or ratio of kids to teacher 	<ul style="list-style-type: none"> • Board members and administration - better experience

<p>skills - Periodically use drug sniffing dogs to locate controlled substances.</p>	<p>lowered, a way to get kids who need extra help. Time with teacher one-on-one.</p>	<p>and background to make appropriate, educated decisions.</p>
<ul style="list-style-type: none"> • Mandate planning with a budget. 	<ul style="list-style-type: none"> • Keep schools and classrooms small. 	<ul style="list-style-type: none"> • Have time set aside at the end of the day or after school for tutoring. Students from older grades could tutor younger kids.
<ul style="list-style-type: none"> • Introduce a heavy phonics program in K-1. Eliminate block scheduling at middle school and High School level. 	<ul style="list-style-type: none"> • There is need for more support staff and a higher wage for that support staff. They are always being pulled from their jobs to cover others. 	<ul style="list-style-type: none"> • Build a new high school.
<ul style="list-style-type: none"> • More Sex Education, STD Education, Drug Education. 	<ul style="list-style-type: none"> • Smaller classes, and give teachers a raise so that our district could attract better qualified teachers. Get computers out of the closets and in the classrooms! 	<ul style="list-style-type: none"> • The counseling department does not appear to take a very active part with students.
<ul style="list-style-type: none"> • Enforce classroom study and classwork. 	<ul style="list-style-type: none"> • Build more schools on Northside of Canyon Lake. 	<ul style="list-style-type: none"> • To make district look at alternative solutions to overcrowding than building more schools.

<ul style="list-style-type: none"> • More personnel. 	<ul style="list-style-type: none"> • My son's bus has 63 students on his bus. This is risking their lives in an overcrowded bus. But I guess it will take a tragedy to change anything. 	<ul style="list-style-type: none"> • Canyon High School is a joke to intelligent students, there is little discipline in class, little encouragement to excel. Dump the principal and hire a principal who is not a "good ol' boy"!
<ul style="list-style-type: none"> • 1) Reduce the number of "Feel good" programs and increase the Focus on Math, Writing, and Reading. 2) Eliminate any federal control of my school district. 	<ul style="list-style-type: none"> • Build new schools. 	<ul style="list-style-type: none"> • Make it harder for students to get in all day or half day work programs. Once they're in it seems to me, they give up on education altogether.
<ul style="list-style-type: none"> • A better college prep program is necessary at Canyon High School; Especially in the science (physical/natural) and the social science. 	<ul style="list-style-type: none"> • Change? I don't really know. 	<ul style="list-style-type: none"> • Spend less money on administration and put more money into qualified teachers.
<ul style="list-style-type: none"> • More interaction between parents and teachers and between the principal and parents. I receive a letter each week from my pre-K and first grader's teachers. I would like to see the upper grades do that and maybe a letter from the 	<ul style="list-style-type: none"> • We need a board that can make a decision to stick to it. This way maybe they could pay the teachers what they deserve or set the boundaries and keep them there. 	<ul style="list-style-type: none"> • The Anti-Drug/Violence programs - kids won't take medicine. Please explain "legal" drugs such as Motrin/aspirin. Alcohol - my 5 year old thought that I was going to die when I drank a beer. "Alcohol is a drug and drugs do kill." Nicotine - I had to

<p>principal once a month.</p>		<p>quit smoking because my 7 year old said " I would like to have you around when I graduate, so please quit smoking - I don't want you to die." Although I am glad I quit smoking, but the FEAR that has been taught in CISD to our kids seems to be a little too much!</p>
<ul style="list-style-type: none"> • It would be easier for children of working parents to attend clubs and other after school sponsored activities. 	<ul style="list-style-type: none"> • I would not teach toward the TAAS but get back to basics, with out giving too much homework before 5th grade! 	<ul style="list-style-type: none"> • I would take the politics out of the schools and let the parents and the kids vote on their future needs. I would also do more adequate background checks on teachers and not allow alcoholics to teach our children unless they are in the process of reforming themselves and are approved by a physician as no danger to our students.
<ul style="list-style-type: none"> • In elementary levels there should be one teacher to teach all subjects, instead of a different teacher for each subject. (It is very important for a child to bond 	<ul style="list-style-type: none"> • Closer testing for special education disabilities - Special education has become the "welfare svstem" of the 	<ul style="list-style-type: none"> • PLEASE keep challenging the children!

<p>with his or her teacher.) Get back to basic education: reading, writing, and arithmetic. All the other stuff can come later! It worked for our forefathers. Let's also let these children outside to play more. Even in the sixth grade, so they might be able to handle sitting inside most of the day. We're just putting too much on children nowadays and they are getting less out of it. Ask yourself why so many kids right out of high school have to take remedial classes in college or why they have to keep taking TAAS over and over.</p>	<p>educational system, because a lot of the "qualifying students" are really on illegal drugs.</p>	
<ul style="list-style-type: none"> • I paid to join PTA. Why am I not notified of PTA meetings? Smaller classrooms. Before and after school programs for parents who work. More convenient bus stops. Seat belts on school buses. 	<ul style="list-style-type: none"> • Students at Canyon High School are not prepared in technology education. The students start college at a disadvantage compared to students in urban areas of San Antonio. They are not taught 	<ul style="list-style-type: none"> • Re-introduce phonic reading and geography and eliminate current laxness of correcting spelling.

	presentation skills involving technology.	
<ul style="list-style-type: none"> • Smaller classes or more teachers. 	<ul style="list-style-type: none"> • Put an end to over-crowded buses. 	<ul style="list-style-type: none"> • Transportation.
<ul style="list-style-type: none"> • Programs that should be a MUST: How to Start your own business - Actual and live training for careers. 	<ul style="list-style-type: none"> • No homework - all work done at school. 	<ul style="list-style-type: none"> • Build more schools on north side of Canyon Lake.
<ul style="list-style-type: none"> • Clean out the unfriendly Canyon High School office staff. A couple of people ruin the entire environment. As a parent I always feel like I am imposing on their time and often have to wait for them to stop eating their candy and small talk to conduct my business. 	<ul style="list-style-type: none"> • End the "skills for family living" classes as they are a waste of time. 	<ul style="list-style-type: none"> • A fair superintendent who cares equally about quality education for ALL schools; more career-oriented programs; safer environment; more options for discipline (special education students occupy more spaces than do regular education students); get rid of principal.
<ul style="list-style-type: none"> • Build new schools. 	<ul style="list-style-type: none"> • Make it harder for students to get in all day or half day work programs. 	<ul style="list-style-type: none"> • Change the location of schools!
<ul style="list-style-type: none"> • More personnel. 	<ul style="list-style-type: none"> • I feel there is so much offered to them there isn't much time for studies. 	<ul style="list-style-type: none"> • Move the schools closer to the Canyon area. Specifically, the North side of Canyon Lake near Canyon Dam i.e. a middle school. Our children attend school about 25

		miles from home.
<ul style="list-style-type: none"> • Single member districts; representation of students attending the schools. 	<ul style="list-style-type: none"> • I would love to see orchestra as well as band be a part of the curriculum!! Also, there was no mention of coaches and sports programs in this survey. And much time is spent on these extra activities with these coaches and so forth. I am not pleased with the coaching staff of the middle school level - particularly the treatment of boys by some of the football staff - There is rudeness, belittling, out of balance perspective, extreme negativism, very little positiveness - and it seems that far too much money is invested in football in equipment and so forth! - Are there no other sport options 	<ul style="list-style-type: none"> • Get Garden Ridge a high school! It is too much of a hardship to participate in extra curricular activities and is unreasonable and unfair, being too far away.

	for young boys other than football in the fall at the middle school level - What about soccer, golf, cross country, or volleyball?	
<ul style="list-style-type: none"> • Reduce crowded halls, classes, and lunch rooms. 	<ul style="list-style-type: none"> • Improve efficiency -- too costly as is; perhaps turning it over to a private entity is an answer. 	<ul style="list-style-type: none"> • Add computer labs and bring computers into classroom use.
<ul style="list-style-type: none"> • Change the district boundaries to balance student volume. 	<ul style="list-style-type: none"> • Make parents more aware of programs available for their children. 	<ul style="list-style-type: none"> • Enforce classroom study and class work.
Open house needs to be rescheduled to better days or times.		

Appendix E

PARENT SURVEY RESULTS

D. What is the greatest weakness of CISD

In your opinion, what is the greatest weakness of CISD?

<ul style="list-style-type: none"> Lack of consensus on growth issues. 	<ul style="list-style-type: none"> Overcrowding, lines in the bathroom. Having to push your way through the halls. When my children have received special honors, like superintendent student of the month awards - I think these are great enough honors not to have the principal stamp instead of signing each one. 	<ul style="list-style-type: none"> Schools are overcrowded. There is not enough money to adequately meet the needs of all students. We need more schools and funds to run them. Everyone suffers because of this overcrowding - teachers and students - but the students are the ones who are shortchanged the most.
<ul style="list-style-type: none"> Its school board which can't represent all areas and interests of the district equally, and which spends taxpayer money too eagerly with little accountability for its actions. 	<ul style="list-style-type: none"> Trying to mainstream problem children. We have more teacher-time for students in our AEP classes than time allotted for high achievers. 	<ul style="list-style-type: none"> Procrastinating.
<ul style="list-style-type: none"> Put too much emphasis on sports/drillteam/cheer that will do nothing for our children's academic future, and our library shelves and 	<ul style="list-style-type: none"> The total inability to move forward with new plans. Schools are overcrowded and there are no plans for relief - my children will 	<ul style="list-style-type: none"> District area is too large - should be 2 districts

<p>chairs remain empty or half-filled. All U.S. schools are guilty - that is why the U.S. ranks so low in math and science in the world. Urge CISD to review what is truly useful to our children and their future.</p>	<p>never see any improvements.</p>	
<ul style="list-style-type: none"> The salaries of the professional and para professional staff. We are losing good teachers because of the better salaries elsewhere. It is hard to attract quality people with low pay. I work out here for the convenience. The next greatest weakness is the lack of unity on the school board. Each member seems to only be concerned with their own part of the district. 	<ul style="list-style-type: none"> CISD is too large, covers too many miles. 	<ul style="list-style-type: none"> Teaching for TAAS, not for learning which is no fault of the CISD.
<ul style="list-style-type: none"> Not enough parent involvement - it's always the same parents participating and I feel that is wrong. How are we supposed to raise the children of our future the right way when half - or 	<ul style="list-style-type: none"> Failure to communicate and lack of encouragement to communicate with the communities. 	<ul style="list-style-type: none"> Too many students try to run the classroom; CISD is not strict enough.

<p>maybe 3/4 of the parents don't care.</p>		
<ul style="list-style-type: none"> Lack of consensus on growth issues. 	<ul style="list-style-type: none"> Hem hawing (procrastinating). 	<ul style="list-style-type: none"> Comal Independent School District is too large! The area it covers includes too many different communities! New Braunfels, Canyon Lake, Fischer, Startsville, and Bulverde. In our opinion - Bulverde receives the largest majority of funding and all the schools are located in that area. Nearly 20-25 miles away from the North side of Canyon Lake. Canyon Lake is a fast growing community and we would like to see new schools in our area - Specifically - middle schools and high schools. There are not even enough books for all students! Our children do not get books to study from.
<ul style="list-style-type: none"> Misuse of bond funding; thinking that building more 	<ul style="list-style-type: none"> I think High School teachers should be 	<ul style="list-style-type: none"> Too rural, too much busing, too much long bus

<p>schools would solve all districts' overcrowding.</p>	<p>monitored better. I have experienced things like loss of test, daily work, and delayed grading. This should be addressed. I find that a lot of favoritism is shown. Many of the teachers are more immature than the students.</p>	<p>rides. Principal at Canyon Middle School in New Braunfels is the best principal I have seen, ever. She is great!!!</p>
<ul style="list-style-type: none"> • A lack of quality administration at the high school level. These people must live by the same rules they expect the students to live by. 	<ul style="list-style-type: none"> • Transportation - district is too big. 	<ul style="list-style-type: none"> • It seems that our family has noticed the sports program the most - We have children that love sports but the big push seems to be football - that leaves a lot of good athletes out if football is not their thing. Also, the time commitment that the marching band as well as football/sports requires is so demanding - that school work and assignments suffer greatly - my children get on the bus at 7:00 am when they attend after school band or sports I pick them up at the late bus drop off at

		<p>7:00 p.m.! When band and sports go in the weekends - when do my children have time for homework and family?? We've had to cut back on such programs because of the time commitment. An hour roundtrip from their schools - so picking them up each day is not a workable option for us!</p>
<ul style="list-style-type: none"> • It does not use its money wisely, fairly, or equally. Patrons see money being spent differently for academics and athletics. There is also money spent differently, and unequally for different schools. The district wastes money on surveys by outside firms when district personnel and parents have already worked on the same issues. Land in the northern part of the district was purchased for well over the market value. This hurts 	<ul style="list-style-type: none"> • School district size is too large, making it difficult for those living far away to participate in after-school activities. 	<ul style="list-style-type: none"> • Over-emphasis of extra-curricular sports; unequal dispersion of funds between campuses.

<p>taxpayers' confidence in the school district.</p>		
<ul style="list-style-type: none"> • Board indecision; attention to personal agendas rather than what is best for the district as a whole; disinterest of the superintendent; lack of consideration for faculty and staff; lack of direction and follow-through by most central offices; decision makers unfamiliar with the schools they represent; withholding information and misinforming; deaf ears of the Board; lack of modern computers and technology. 	<ul style="list-style-type: none"> • Uninspired teachers and a principal who administers to the status quo. 	<ul style="list-style-type: none"> • Lack of leadership and honesty; superintendent is over-paid; not caring about safety and over-crowding; poor planning.
<ul style="list-style-type: none"> • Work programs. 	<ul style="list-style-type: none"> • Area too large to serve with too few schools. 	<ul style="list-style-type: none"> • Not enough money to accommodate the current and future growth of the community.
<ul style="list-style-type: none"> • Taking children from Bexar County; let Bexar build more schools for Bexar and Comal; rezone school districts to fit counties. 	<ul style="list-style-type: none"> • Inconsideration of student needs. 	<ul style="list-style-type: none"> • The district is so large that the bus ride takes my child 1 hr and 45 min. to get home.
<ul style="list-style-type: none"> • Over-crowdedness: 	<ul style="list-style-type: none"> • The greatest 	<ul style="list-style-type: none"> • District is too

<p>not enough funds for some classes.</p>	<p>weakness at CISD is its ineffectiveness in dealing with growth issue controversies in and shaping divided community composed of retirees and upwardly mobile couples with school age children.</p>	<p>large; need more schools.</p>
<ul style="list-style-type: none"> Administration - top heavy and ineffective leadership. 	<ul style="list-style-type: none"> Inproportionate time spent on bus. Bus time schedule has improved this year. 	<ul style="list-style-type: none"> Some of the teachers are really helpful. The principals are not. The one at Canyon Intermediate is not very helpful. But most of the teachers are very nice. The weakness is they don't listen. They really don't and will they help?
<ul style="list-style-type: none"> None that I can think of. 	<ul style="list-style-type: none"> Overcrowding of classrooms and inefficient use of funds. 	<ul style="list-style-type: none"> That one side of CISD is growing so much faster than the other end. (Smithson Valley side growing faster.) The Canyon High School students' parents are having to pay for all of the new students moving out of San Antonio into the

		Smithson Valley area - is this fair?
<ul style="list-style-type: none"> • Foresight in dealing with growth. 	<ul style="list-style-type: none"> • I need to become better informed about the CISD Administration and how it functions based on this survey-thank you. 	<ul style="list-style-type: none"> • Red tape and transportation. Also counselors should be more available to students in 11th and 12th grade. Communicate important events to the students and parents! Also, they could become more organized.
<ul style="list-style-type: none"> • Lack of teacher dedication. Teachers at Canyon in general are not really willing to "teach" to the different learning styles of the student population. Classes are taught basically straight lecture style. Research shows that the majority of the students do not learn this way. Teachers are generally leaving Canyon HS, probably because they are not paid well - compared to San Antonio schools. Basic technology training. advanced 	<ul style="list-style-type: none"> • Money management. I feel too much money is spent on new school facilities. I agree we need new schools but I don't agree with hiring out-of-state contractors and expensive white rock exteriors. The money spent on the exterior of Mountain Valley Intermediate School should have been spent on a good gym floor. Cafeteria food: The selection of foods should be expanded. More fruits and vegetables should 	<ul style="list-style-type: none"> • The food, the bus service.

<p>courses in technology, and only one accounting class available at Canyon are among some weaknesses.</p>	<p>be available as well as pastas.</p>	
<ul style="list-style-type: none"> • Putting too much emphasis on the TAAS scores, rather than making sure that each child learns the basics in the earlier grades. 	<ul style="list-style-type: none"> • Over-crowding at Smithson Valley High School. 	<ul style="list-style-type: none"> • CISD fails to see the true needs of the students and the needs of the teachers given the responsibility of educating our future generation. The classrooms and buildings are overcrowded. There's a book shortage, technology shortage, and pay shortage. There is not enough room in the alternative education program for all the students to go, who are not interested in conventional education. There is no shortage of paperwork or demands on the teaching staff, who are doing the best they can to prove their abilities, without the support of the district office and school board.
<ul style="list-style-type: none"> • Math-they have 	<ul style="list-style-type: none"> • Location. they 	<ul style="list-style-type: none"> • School board not

<p>consistently done a poor job at teaching math skills. Politics - The children of teachers and PTA leaders are given special privileges, access to SAGE, and other special programs. It is very difficult for the other children to be considered for these programs, even when they are obviously qualified. Many very talented and gifted children who are quiet or shy are completely ignored.</p>	<p>should not have been on a state highway</p>	<p>knowing how to plan to prevent over crowding.</p>
<ul style="list-style-type: none"> • Communication. 	<ul style="list-style-type: none"> • The school board's lack of responsiveness to the growth in the district. Our kids are hurting NOW. They need to get it together and build something NOW! RELIEF!!! 	<ul style="list-style-type: none"> • The school does not provide adequate training for kids to go from high school straight into the workforce to obtain a decent job. The only thing Canyon High School students can do (if they don't choose college) is McDonalds or what I consider "Flunky jobs - Low pay".
<ul style="list-style-type: none"> • To listen to the parents of all the students. We do 	<ul style="list-style-type: none"> • Everywhere-discipline-too easy on bad kids. 	<ul style="list-style-type: none"> • The location of schools.

<p>not want the attendance lines redrawn. The district tends to listen to part of the district. (The side that has the most influence with money.) The Bulverde area seems to always take advantage of this. I moved to this area because I wanted my children to go to a particular school, now they're telling us that we may "redraw the lines." I am very worried that this might happen, and I want it known that I am very much against what the Bulverde Area is proposing for us here at the Canyon Lake area, and the central office needs to listen to us here in this part of the district since this is who it threatens.</p>	<p>But that's everywhere- Parents do not want you to discipline their kids and they are usually the bad ones. Then kick them out of school-parents have the upper hand while their students are in school and it's wrong.</p>	
<ul style="list-style-type: none"> • Not being able to make a decision on where and when to build a much needed high school. There is no one location that will please both Bulverde and Canyon Lake 	<ul style="list-style-type: none"> • School board and administrative leadership. 	<ul style="list-style-type: none"> • Allocation of funds among different schools in district and the large area the district covers.

<p>residents-the district is so spread out- just pick a spot and build it!</p>		
<ul style="list-style-type: none"> • Central management - no clue to reality. 	<ul style="list-style-type: none"> • Each class needs less students so that teachers can have more one on one with each student. The school also needs more funds for supplies. 	<ul style="list-style-type: none"> • Unfortunately I feel that our district is too large. We need more schools and we always seem to have the overcrowding problem. I know there is no easy solution. I don't think that it is right that one school gets better treatment over another. I think that we all need to work together for the good of the children.
<ul style="list-style-type: none"> • There are obvious "kinks" in administrative positions that should be worked out in order to have a more efficient district. The needs of the kids must come first. 	<ul style="list-style-type: none"> • Not enough schools, overcrowding in the schools. Allowing one school to expand under one name. 	<ul style="list-style-type: none"> • The cafeteria food and service. The food is disgusting and it is all processed. We have found cardboard, hair, bones in the food. It's undercooked or over cooked, and they run out of most everything at last lunch. I work at school and it's terrible!
<ul style="list-style-type: none"> • Someone needs to have the courage to 	<ul style="list-style-type: none"> • The administrative 	<ul style="list-style-type: none"> • Low teacher pay is hurting attempts

<p>do what is best for the students not overcrowding one school to please another. I cannot possibly comprehend how anyone has allowed the boundaries to stretch to the point to have Smithson Valley High School so overcrowded, does anyone really care about the safety and education ratio of the student? Thank you for this survey. I hope and pray that something is done soon.</p>	<p>personnel in areas such as transportation and others are very inattentive and rude. These people are supposed to put the kids and their education as #1 and they don't.</p>	<p>to hire the best secondary teachers. I am also concerned about safety and drugs at the high school and middle school.</p>
<ul style="list-style-type: none"> The school does not provide adequate training for kids to go from high school straight into the workforce to obtain a decent job. The only thing Canyon H.S. students can do (if they don't choose college) is McDonalds or what I consider "Flunky jobs - Low pay". 	<ul style="list-style-type: none"> Concept reading and not stressing to learn basic math facts. I would like to have all the teachers in a grade to have one agenda and not let teachers have their own agenda. About the bond that was to be used to build a new high school that didn't pass. It didn't pass because it was to be located in Bexar County not Comal County. 	<ul style="list-style-type: none"> The decision and stigma attached to the hazing incident a couple of years ago. Action should have been administered quickly and decisively.

	<p>Why should we pay for a school that is out of county.</p>	
<ul style="list-style-type: none"> • There seems to be a lot of waste of poor tax dollars. I work at a job that sells many unnecessary and excess dollars worth of merchandise to the school district. And I get to see personnel wasting time "on the clock". 	<ul style="list-style-type: none"> • The board. 	<ul style="list-style-type: none"> • Keep a watch on who comes in and out of door access. Keep eye on any suspicious person entering school area. I've been able to walk right past many of personnel and not been asked why I'm there, whom am I seeing. I know this is hard to do, but make janitors, etc. aware of what is going on around them.
<ul style="list-style-type: none"> • 1. Safety - school buses not yielding to traffic when they should, and yielding when they shouldn't (allowing cars to pass while they drive on the shoulder) Also, I personally saw a bus driver leave the bus, go into a Circle K, get a coffee, and go back to the bus. This in itself is not alarming, but the fact that there was a child on the bus is. (child age 5-7) 2. I have never 	<ul style="list-style-type: none"> • Not enough money to accommodate the current and future growth of the community. 	<ul style="list-style-type: none"> • Bus services - No control over problem - children.

<p>been asked who I am or what I am doing while walking through the halls to my child's classroom unaccompanied.</p>		
<ul style="list-style-type: none"> Uninspired teachers, including a High School teacher and a principal who administers to the status quo. -Many of the intelligent students are graduating in 3 years to get away from Canyon High School. 	<ul style="list-style-type: none"> The overcrowding of campuses and classrooms without enough teachers to teach the large amount of students. 	<ul style="list-style-type: none"> I don't feel there is a weakness here, I am pretty much amazed with how good a school we have.
<ul style="list-style-type: none"> The misuse of bond funding. Opinion that building new schools would solve all district's overcrowding. 	<ul style="list-style-type: none"> The education provided is not adequate enough for students intending to go to college. College students from CISD are at a disadvantage when they go to college. 	<ul style="list-style-type: none"> Lack of leadership - lack of honesty - overpaid superintendent - overpaid administration - not caring about the unsafe, over crowding our children are faced to deal with daily - because of poor planning- and lack of public trust in them.
<ul style="list-style-type: none"> The size (geographical) of the district makes involvement in the schools and activities difficult for both parents and students that 	<ul style="list-style-type: none"> Board indecision and constant operation on personal agendas rather than what is best for the district as a whole. A 	<p>Too large of area to serve, with too few schools.</p>

<p>live a distance from the school. For example - if my child wants to take advantage of after school tutoring or stay for an after school activity it is a 60 minute round trip for someone to pick them up. And, to "run up" to a staff/parent meeting involves an extra hour of travel time.</p>	<p>superintendent who is disinterested (possibly because of chronic board in-fighting). A total lack of direction, follow through and interest by central office in most areas regarding the schools. A definite need for most decision makers to be required to spend time in schools they are making decisions about. We have been very strong supporters of CISD until this past year. They seem driven to make the CISD schools divided and failing. Schools started without qualified personnel and in some areas are still without proper personnel (responsible parties reside in central office.) Important information is not forthcoming and misinformation abounds. Until this board listens to the people in the trenches and</p>	
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	<p>presents a united front, I see CISD losing its best personnel and students losing what they most deserve - A GOOD EDUCATION. Technology is a joke in all schools. Computers outdated, nonworking or in place, but not set up.</p>	
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Appendix F

STUDENT SURVEY RESULTS

Optional

A) Your grade level?

Total Responses	No Response	9th	10th	11th	12th
145	3	16	25	56	45

B) Your race/ethnicity?

Total Responses	No Response	Anglo	African American	Hispanic	Asian	Other
145	7	95	3	21	2	17

Other Text Responses

Response:	Total
Alaskan	1
American	5
Anglo/Hispanic	1
Canadian	1
German American	1
Half white/Half Mexican	1
Human	1
Human being	1
Mixed	1
Native American	1
Shouldn't matter	1
Too many questions.	1
White	1

		Total Response	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Not Applicable
01)	I like my school.	145		19	70	31	14	10	1
02)	My teachers explain materials and assignments.	145	2	7	63	33	35	5	
03)	My teachers care about how well I do.	145		16	77	31	18	3	
04)	My teachers give me individualized attention.	145		8	58	41	32	4	2
05)	My teachers praise me when I do well on my schoolwork.	145		10	59	36	31	9	
06)	My teachers treat me with respect.	145	1	14	83	27	16	2	2
07)	My assistant principal treats me with respect.	145	2	23	39	41	13	8	19
08)	My principal treats me with respect.	145		29	33	52	7	4	20
09)	I work hard on my school assignments.	145		34	68	22	17	2	2
10)	My parents are active and involved in my school.	145	1	19	51	22	29	12	11
11)	I am challenged by my school work.	145		15	67	37	14	7	5
12)	My school has prepared me for what I	145		11	52	38	27	11	6

	plan to do after graduation.								
13)	My school has provided me with good career and college counseling.	145		11	52	44	23	11	4
14)	My classes have enough books, supplies, and classroom materials for all students.	145		12	45	27	41	19	1
15)	My textbooks are available to me on the first day of school.	145		10	48	17	45	21	4
16)	The textbooks issued to me are in good condition.			7	62	33	34	7	2
17)	I frequently check books out from the library.	145		6	27	18	65	25	4
18)	The library has enough interesting books for all students to check out.	145		9	46	34	38	15	3
19)	Computers and Internet access are available at my school whenever I need them.	145		10	57	30	30	14	4
20)	My teachers use computers and the Internet effectively as part of their instruction.	145		1	22	40	57	20	5

21)	I have good computer skills.	145		39	64	19	19	3	1
22)	My school is clean.	145	1	12	75	28	18	10	1
23)	My school is well maintained.	145		14	74	36	13	7	1
24)	I like the food served at school.	145		4	34	40	30	33	4
25)	The food served in the cafeteria is nutritious.	145		1	21	50	39	29	5
26)	Lunch time is long enough to allow me to buy and eat lunch.	145		4	47	11	40	40	3
27)	I feel safe on the bus.	145		18	70	38	14	5	
28)	Student misbehavior seldom interferes with learning in my classes.	145		14	60	24	36	10	1
29)	Students who misbehave are treated equally, no matter who they are.	145	1	3	35	33	41	30	2
30)	I feel safe on the bus.	145		4	15	41	12	7	66
31)	The bus is usually on time.	145		2	19	38	9	10	67
32)	The bus drivers are friendly and helpful.	145	1		16	35	10	12	66

33.What three things do you like best about your school? (Responses are not duplicated)

<ul style="list-style-type: none"> • Freedom • Long lunch • Very friendly people • Teachers • The teachers are nice • Janitors • Theater • My friends • The school is pretty (not the portables) • Some teachers • The students • Lunch • The setting • Place to type stuff • I can leave • The teachers really care about us. • Size of the school • The counselors are very helpful • It's not too big to be impersonal • Cleanliness • The dance team • Sports • Parking • Lockers • Good teachers • The people • Enough lunch time. • Theatre program • Cleanliness • The people at this school • Pep Rallies • Early Release • Only 4 periods a day • Good Education • Most classes are fun • It starts later than most school • Computers • How clean it is • Band • It is very safe, not to have to worry about guns • Time before school • Easy teachers • It isn't too crowded • Being able to talk to the counselors. • Some of the teachers are 	<ul style="list-style-type: none"> • Teachers are pretty cool • I like all the teachers • I like block scheduling • Leaving school for lunch • Library • Cross country • Athletics • Easy • The passing periods • Athletics • Good selection of hot guys • The elective options • I like the time it starts and gets out • It's close to my house • I like how it is not big • The class sizes are perfect. • It is pretty safe. • Spirit in our school • Pride • I love my teachers - They help me when I need it-They care about the students. • Clean campus • I like the friendliness of the students and faculty • We have one of the safest schools (strict) • When it's over • No Opinion • Art • Basketball • Football • Internet is available (sort of) • Feel safe • Choir (needs bigger room) • Athletics • It's easy • The connections • The end of the day • The crime free environment • Lunch ladies • Starting late • Lenient teachers 	<ul style="list-style-type: none"> • Counselors are great • The lunch ladies are real nice • Last bell • The sports program • Most of the teachers • Talk to friends • Safety • Variety of clubs and groups • High Morals • Lunch could be longer • Music classes/other electives • Activities available • Friendly, helpful cafeteria ladies (lunch ladies) • Food • Classes are good length - Adequate time to get things done • Teachers helpful when they can be • Talking with my friends • Good food • Athletic program and the involvement of the attendants • Lollypops • Senior exemptions • I like the people who work in the office • I like the school • Nice gym • Good football team • My classes • Band (we need a larger band hall) • Vending and coke machines
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<ul style="list-style-type: none"> • very cool • Math • Field trips • Wide choice of classes • Handful of helpful teachers • Understanding/respectful to students • Sociology class • Size, course content • Leave early • Atmosphere • Drama • Coaches • Outgoing teachers • The learning here • Not too "cliquish" • The teachers are helpful. • The art society • Cheerleaders 	<ul style="list-style-type: none"> • Work is easy • How school spirit is shown • There are a few really good teachers who care. • Soccer • The A and B days • When school gets out for the day • I like the size of the school • Time between classes • I like the variety of students. • Fun school activities (pep rallies, etc...) • Fun classes • We are really strong in our athletic department. • I like everything in school. • Agriculture Class • Friends/activities outside school (games, etc.) • Nice Faculty • Yearbook • Vacations - 2 spring breaks • The office secretaries 	<ul style="list-style-type: none"> • My shop class • Bell ring • Our principal this year is awesome • It's attractive • We get out earlier than the middle school • The orderliness • High TAAS scores • Diversity of students. • Block schedule; Not having uniforms • Senior Resemptions • Teachers willing to work with you • Field trips; office people • Homegames • Agricultural department • Being outside during lunch • Time after school • There's a lot of people • All the people (teachers) who smile walking down the hall. • Cops on the Campus • Opportunities to get involved • Safe and clean • Good counselors • Lots of extracurricular stuff • The new theatre coming <p>Gummi bears</p>
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34. What do you like least about your school? What needs to be fixed?

<ul style="list-style-type: none"> • The length of classes 	<ul style="list-style-type: none"> • Treating students equally • I don't dislike anything in 	<ul style="list-style-type: none"> • I don't like the crowded hallways
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<ul style="list-style-type: none"> • Cold lunch food • Too long • Lunch: no vegetarian choices • Classes • Halls are too clustered. • \$0.60 cokes • The school needs to be larger • The library is never open and they are not very friendly when I'm in there • Bathrooms • The behavior of some students • How bad some students are compared to other students • That, have to be here. • Lunches are crowded • Not long enough lunches • Not open campus • Doors in bathrooms need to be added and fixed • Don't like the extra 5 minutes added on • The crowded halls • Take out pointless classes for Honors Students: ie. Study Skills, child development, real world • Teacher's attitude • More supplies • Not enough space provided. • Teachers • Amount of work • Lower cafeteria prices • Cleaner bathrooms, well supplied 	<p>this school</p> <ul style="list-style-type: none"> • Respect • Too much favoritism • The lunches need to be healthier • The food; please do something • Temperature not regulated well (Either to cold or to hot) • I think that the girls athletics locker room is unsanitary and needs to be cleaned regularly • Varsity sports should count as honors • The urinal though always smells • Not enough clubs/organizations • Individual foods are almost more expensive than the entire meal • The politics in the sports programs • Lower lunch prices • We need assigned parking • Temperature • More focus/money toward academics, not athletics • Bathrooms • Teacher's attention to students • Too small • Teachers who don't bump an 89 to 90 • In front you can smell a sewage line • Population is too high • Hour and a half classes, too long • Hurry up the new cafeteria • Better teachers • Paper towel dispensers • Bathroom cleanliness • The textbooks • Buildings • How some sports are paid less attention too • SAT schools • School is too long - make it shorter • Don't feel teachers will go 	<ul style="list-style-type: none"> • Halls aren't big enough • It smells bad when you walk up to the school • Over crowdedness • It's too crowded • Flies (garbage) gross • Some of the teachers' attention span • Block schedule • Number of minutes between classes • The front (ugly) parking lot • The restrooms need more cleaning • Not much diversity • Teachers that don't care • The boys bathroom is really gross- It is usually out of soap and paper towels • There are not always enough textbooks • Starts too early • Not enough room • Teachers with large egos • Not enough teacher explain the work • We want freshman initiation back • We need more time for lunch • Lunch • Classes • Longer lunch periods. (maybe off campus) • We only have 1/2 hour lunch • Not enough passing time • Classes are overcrowded • Block schedule • The teachers don't explain homework
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<ul style="list-style-type: none"> • I don't like being here • People who break the dress code aren't punished fairly • Less homework • The facilities; the school • Little time to socialize • More individual attention • Classes too long • School needs to start earlier so we get out earlier in the day • Favoritism • No windows • A fire fighting program • No open class lunch (off campus) • Some teachers are too easy and not preparing us for college • Where graduation will be held; Hate the construction • Ventilation System (Allergies or of the mold act) • Teachers should take students to library more often • Less attention toward frivolous rules; reward good and behaved students • Squeaky desks • Senior lunches should be allowed off campus. • Internet access library has one computer with internet-students are not allowed to use it • Not being able to leave when you 	<p>out of way to help</p> <ul style="list-style-type: none"> • Getting out too late • Favoritism of staff • The food costs too much and tastes bad! • Lunch a little bit longer • Girls softball field needs bathroom and concession stand • The hall crowding. We need a larger school • High tech classrooms • Not enough bathroom stalls • Food is not always good • School dress code • Bathrooms/cafeteria • Classes are harder for certain people than others • The pregnant girls, they should be transported • There is hardly any time to get lunch and eat • The smell outside • Too cold • Facilities need to be larger and managed better - ex: restrooms, locker rooms, band hall • Film on the gravy • Teachers don't explain well enough (some of them) ; Not enough bathrooms; Not enough showers and plugs in athletics locker room • Some teachers don't teach at all • Block schedule • Office aids that are rude. • The bathrooms are disgusting, half of the toilets in girl's restroom don't work • School lunches; either provide better lunches or have open-campus lunch • A and B block scheduling • Clean girls locker rooms • Closed Campus • More variety in education • Principal interaction with students on an individual basis • Other races in our school • Improve Lighting 	<p>well</p> <ul style="list-style-type: none"> • All the portables in front don't make it attractive • Need books for geography class • No soap, paper towels, very dirty • Classes are too long • No assigned parking spots/our parking lot has BIG pot holes • We have to take worthless courses like Real World/Family Living and Parental Child Development • My science teacher doesn't explain much of anything • Lunches (meals are too fattening, no good stuff) • No toilet paper in old gym (EVER!) • All students should be disciplined equally - Athletes should not get special or lenient management because they are athletes • More windows in the classrooms • Seniors should be allowed to do more • Internet in library for research. • No swimming pool • Longer lunch • No mirrors in guys bathrooms • Short passing periods, short lunch • The food-more healthy food • Portables take away the beauty of our school
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<p>need to (without getting in trouble)</p> <ul style="list-style-type: none"> • The narrow hallways. • Only takes points off for late work • Dresscode • Traffic after school is horrible • Tardy policy (more lenient) • Classes: I could teach this myself out of a book • Doesn't matter to me • Need smoking area • Temperature - I'm always freezing • Lowered prices in cafeteria/or more food. • More room for parking. • Improve lighting, smell - modernize school--Courses aren't needed. • Smell of the bathrooms and halls by the bathroom • The bathrooms need to have doors on the stalls • Starts to early - start school at 10:00 and get out at 4 • Longer lunch • Short lunches • Smelly bathrooms • Space • Closed campus • I get yelled at if I take more than one napkin in the lunchline • Not enough time between classes. • Boring - favoritism toward football players 	<p>others</p> <ul style="list-style-type: none"> • The pregnant girls, they should be transported • There is hardly any time to get lunch and eat • The smell outside • Too cold • Facilities need to be larger and managed better - ex: restrooms, locker rooms, band hall • Film on the gravy • Teachers don't explain well enough (some of them) ; Not enough bathrooms; Not enough showers and plugs in athletics locker room • Some teachers don't teach at all • Block schedule • Office aids that are rude. • The bathrooms are disgusting, half of the toilets in girl's restroom don't work • School lunches; either provide better lunches or have open-campus lunch • A and B block scheduling • Clean girls locker rooms • Closed Campus • More variety in education • Principal interaction with students on an individual basis • Other races in our school • Improve Lighting • The attitudes of kids (we need uniforms) • Lenience on really bad kids. • We need a bus driver to be a little nicer to students • Agriculture faculty • Needs smoking area. • Teachers should give official make-up days every 3rd week • The passing between classes. • Principals • The portables are ugly • Needs a bigger school • I really wish we had off campus lunch (or at least longer) 	<p>front don't make it attractive</p> <ul style="list-style-type: none"> • Need books for geography class • No soap, paper towels, very dirty • Classes are too long • No assigned parking spots/our parking lot has BIG pot holes • We have to take worthless courses like Real World/Family Living and Parental Child Development • My science teacher doesn't explain much of anything • Lunches (meals are too fattening, no good stuff) • No toilet paper in old gym (EVER!) • All students should be disciplined equally - Athletes should not get special or lenient management because they are athletes • More windows in the classrooms • Seniors should be allowed to do more • Internet in library for research. • No swimming pool • Longer lunch • No mirrors in guys bathrooms • Short passing periods, short lunch • The food-more healthy food • Portables take away the beauty of our school • Some are racist (that like very few)
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<ul style="list-style-type: none"> • Dress code isn't enforced • The bathrooms are either closed frequently or have no paper towels and toilet paper 	<p>others</p> <ul style="list-style-type: none"> • The pregnant girls, they should be transported • There is hardly any time to get lunch and eat • The smell outside • Too cold • Facilities need to be larger and managed better - ex: restrooms, locker rooms, band hall • Film on the gravy • Teachers don't explain well enough (some of them) ; Not enough bathrooms; Not enough showers and plugs in athletics locker room • Some teachers don't teach at all • Block schedule • Office aids that are rude. • The bathrooms are disgusting, half of the toilets in girl's restroom don't work • School lunches; either provide better lunches or have open-campus lunch • A and B block scheduling • Clean girls locker rooms • Closed Campus • More variety in education • Principal interaction with students on an individual basis • Other races in our school • Improve Lighting • The attitudes of kids (we need uniforms) • Lenience on really bad kids. • We need a bus driver to be a little nicer to students • Agriculture faculty • Needs smoking area. • Teachers should give official make-up days every 3rd week • The passing between classes. • Principals • The portables are ugly • Needs a bigger school • I really wish we had off campus lunch (or at least longer) 	<p>front don't make it attractive</p> <ul style="list-style-type: none"> • Need books for geography class • No soap, paper towels, very dirty • Classes are too long • No assigned parking spots/our parking lot has BIG pot holes • We have to take worthless courses like Real World/Family Living and Parental Child Development • My science teacher doesn't explain much of anything • Lunches (meals are too fattening, no good stuff) • No toilet paper in old gym (EVER!) • All students should be disciplined equally - Athletes should not get special or lenient management because they are athletes • More windows in the classrooms • Seniors should be allowed to do more • Internet in library for research. • No swimming pool • Longer lunch • No mirrors in guys bathrooms • Short passing periods, short lunch • The food-more healthy food • Portables take away the beauty of our school • Some are racist (that like very few)
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	<ul style="list-style-type: none"> • Athletics should not be placed above or before school work - Athletics is extra curricular 	<ul style="list-style-type: none"> • More room is needed • The school is kind of falling apart • Better punishing strategies. • Start school later • The stupid, immature people • More help should be given to seniors about college • Parking lot security guard • Parking lot is narrow • Hazing • Not enough time during class • Athletics should count as honors if you are on Varsity • No "thank you" for senior dealing w/construction • Some varsity sports have better facilities than others! • Athletics is focused on way too much • Trashy people • Too strict a dress code. • Many teachers don't discuss the material we have on tests; I really am scared to eat our school food; I hate the time and place for graduation. • Assigned parking spots • No parking <p>I think that athletics should count for all 4 years and varsity is equal to an honors class.</p>
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