

# Executive Summary

## A Texas School Performance Review of the Corpus Christi Independent School District

The Comptroller's Texas School Performance Review (TSPR), created by the Texas Legislature in 1990, is guided by one mission above all--to help school districts large and small deliver high-quality, low-cost service to their customers. Who are the customers? They are the children whose future is shaped in large part by what they learn in public school classrooms. Parents and families are customers, too, and so are the teachers, principals, and other employees who work with admirable dedication in thousands of schools across Texas. Ultimately, too, the many vital property taxpayers who annually dig into their pockets to support their local schools are customers. Without their aid, Texas schools could not continue to serve more than 3.8 million pupils every year.

At a time when Texas faces the critical challenge of how to pay for the education of its schoolchildren, all these customers deserve to know that their schools are accountable both for the cost and the quality of the education they deliver. Only then will they be willing to invest the time, energy, and resources to support and enhance the most important task society faces today--ensuring the educational well-being of all future Texans.

### *TSPR in Corpus Christi, Texas*

In April 1997, TSPR began its review of the Corpus Christi Independent School District (CCISD). As in previous reviews of 24 Texas school districts, the review team came to Corpus Christi in response to a local call for assistance; in this case, the Corpus Christi ISD Board of Trustees joined Superintendent Abelardo Saavedra in requesting a review. With the help of experts steered by

Neal & Gibson, an Austin firm, the TSPR team interviewed district employees, school board members, students, parents, business leaders, and representatives from community organizations.

In addition, the review team fielded comments in letters to the Comptroller and through calls to his toll-free hotline.

Public forums at two CCISD schools April 3 drew comments and suggestions from a variety of parents, students, teachers, administrators and CCISD staff. Five focus groups were held with members of the

following organizations: Parent Teacher Association; Communities in Schools;

St. Matthew's Church; Greater Corpus Christi Business Alliance; and the Hispanic Chamber of Commerce. Nine-hundred and fifty-six written surveys were also returned from students, parents, teachers, and campus and district administrators. **Exhibit 1** describes the sampling method used and the number of respondents in each group.

**Exhibit 1**  
**Populations Surveyed During Public Input Phase of Review**

<b>Group</b>	<b>Population Surveyed</b>	<b>Number of Respondents</b>
Parents	150 randomly selected parents from Miller High School, South Park Middle School, Coles Elementary, and Zavala Elementary  100 Randomly selected parents from Carroll High School, Cullen Middle School., Yeager Elementary, and Club Estates Elementary	380
Students	Approximately 100 randomly selected students from each of the five high schools	141
Teachers and Campus Administrators	One-third of all teachers at each campus (randomly selected)  All school administrators	355
District Administrators	All district administrators	80
<b>Total Individuals surveyed</b>		<b>956</b>

*Source: Neal & Gibson*

And ultimately, numerous one-on-one interviews helped the review team fine-tune its findings and recommendations. Details from the interviews and focus groups are provided in **Appendix I**, and survey results are provided in **Appendix A** through **D**.

Besides conducting extensive interviews, the review team consulted databases of comparative educational information gathered by the Texas Education Agency-the Academic Excellence Indicator System (AEIS) and the Public Education Information Management System (PEIMS). For comparative purposes, CCISD identified nine Texas peer districts with similar characteristics. While none is exactly like CCISD, they share some important characteristics including similar size, comparable demographic characteristics, and/ or similar economic resources. The peer districts are Aldine, Brownsville, Ector County, Fort Worth, Laredo, McAllen, Northside in San Antonio, Pasadena, and Ysleta in El Paso.

In addition, the review team made comparisons to statewide and regional data as well as other large urban Texas districts, since CCISD is among the largest 15 districts in the state. Houston, Dallas,

El Paso, Austin, Lubbock, and San Antonio are among the larger districts used for comparison.

The TSPR review team visited each CCISD school, targeting 12 areas of operation:

- District organization and management
- Educational service delivery and student performance
- Community involvement
- Personnel management
- Facilities use and management
- Financial management
- Asset and risk management
- Purchasing and distribution
- Computers and technology
- Food services
- Transportation
- Safety and security

### ***Acknowledgments***

TSPR and Neal & Gibson wish to thank CCISD's Board of Trustees, Superintendent Saavedra, and school district employees, students and members of the community who provided information and assistance during TSPR's work in the district. Special appreciation is accorded Superintendent Saavedra for providing office space, equipment, and meeting room facilities; James Smith for coordinating most data requests and providing relevant financial information; and Sylvia G. Llanes, who assisted in scheduling and coordinating focus groups and other interviews.

### ***CCISD and the City of Corpus Christi***

Corpus Christi, at the heart of the Texas Gulf Coast, is the state's second most popular vacation destination. The eighth largest city in Texas doubles as the seventh largest port in the United States.

CCISD is the largest of the seventeen districts serving the greater Corpus Christi area. The five school districts serving the Corpus Christi area include Flour Bluff, Calallen, Tuloso-Midway, and West Oso ISDs.

CCISD students, like Corpus Christi residents, are predominantly Hispanic (**Exhibit 2**).

**Exhibit 2**  
**Ethnic Composition of Students**  
**CCISD, Texas, and Corpus Christi**

<b>Ethnic Group</b>	<b>CCISD</b>	<b>Texas Students</b>	<b>Corpus Christi</b>
African American	6%	14%	4%
Anglo	26%	46%	44% *
Hispanic	68%	37%	52%
Other	1%	3%	*

*\* Anglo includes both Anglo & Other for U.S. Census data*

*Source: AEIS data, 1995-1996; U.S. Census Bureau(1994)*

In 1996-97, CCISD enrolled 41,470 students in 56 schools and seven special programs. The district has five high schools, 12 middle schools, and 39 elementary schools. Of the district's 5,311 permanent employees, 2,524 or 47.5 percent are classroom teachers. CCISD is the largest single employer in the Corpus Christi area. Of CCISD's teachers, 53 percent have a bachelor's degree, and 44 percent have a master's degree. The remaining educational employees are auxiliary employees

(44 percent), field administrators (2.5 percent), and elementary and secondary counselors and librarians (2.9 percent).

***Innovation in CCISD***

Corpus Christi ISD has a reputation for innovation in Texas and nationally. CCISD's academic standards set goals that students must achieve in each grade and subject, and these goals go beyond the levels measured by the state's mandatory Texas Assessment of Academic Skills (TAAS). These standards have received well-deserved national attention



and districts from across the state and nation are looking to CCISD for guidance to begin similar programs.

In October 1988, CCISD identified site-based decision-making as a strategy to enhance the roles of teachers, parents, and principals in determining the direction for individual schools. CCISD piloted the program in select schools in 1990, and introduced it to all schools in 1991-92. The state required all school districts in Texas to develop site-based decision-making plans beginning in 1991-92, nearly three years after CCISD began.

### **Texas Texas School Performance Review: A History of Savings**

For more than six years, the Texas Texas School Performance Review (TSPR) has been trying to help public school districts across the state rise to an increasingly difficult challenge--spending their scarce education dollars in the classroom, where they belong, rather than on red tape, paperwork, and needless bureaucracy.

Created by state lawmakers as part of the state Comptroller's office in 1990, TSPR accepts invitations from public school districts of every size and shape--large or small, rich or poor, rural or urban. The team settles in for months of detailed study, at no charge to district taxpayers. With the help of outside management experts, they consult a wide range of administrators, principals, teachers, parents, students, community groups, and business leaders. They solicit suggestions from front-line district employees. They hold public meetings, arrange special focus group forums, and conduct private interviews. And they encourage every concerned citizen to call a toll-free hot line to share what they think.

TSPR's goal is to identify ways to hold the line on costs, reduce administrative overhead, streamline operations, and improve educational services--in short, to help school districts operate more effectively and efficiently with available resources. Most of the Comptroller's recommendations come directly from teachers, parents, students, and others who live or work in the district. TSPR has found that these hard-working folks have often known for years what would help them improve their schools, if only someone would ask. The Comptroller asks.

Since 1991, TSPR has offered nearly 2,500 detailed ways to save taxpayers more than \$280 million in 24 public school districts throughout Texas--Corpus Christi is the 25th. And TSPR has done all this without ever recommending the firing or laying off of a classroom teacher.

Districts studied by the TSPR team include San Antonio, Richland Springs, San Saba, Cherokee, Lubbock, Victoria, West Orange/Cove Consolidated, Lake Travis, Dallas, Austin, Calhoun County, Midland, Paris, San Marcos

Consolidated, Brownsville, Longview, San Angelo, Beaumont, Waco, United in Laredo, Tyler, Houston, Texarkana, Spring, and now Corpus Christi. Reviews of the Socorro, Ysleta, Port Arthur, Wimberly, Mount Pleasant, and El Paso districts are anticipated within the next year.

In addition, TSPR has conducted follow-up reviews of districts that have had at least one year to implement their recommendations. These subsequent reviews show that 87 percent of TSPR's combined proposals have been acted upon, saving local taxpayers nearly \$80 million during the first years of implementation, with additional savings projected.

TSPR's work is not a financial audit in the traditional sense. Its purpose isn't to uncover financial wrongdoing or other potential criminal activities. Instead, each Texas School Performance Review tries to show the participating district how it might accomplish more with the same amount of money. The team has recommended ways to streamline administrative functions, transportation and food service, improve campus security, reduce maintenance costs, and more efficiently manage facilities. They've proposed revamped investment strategies, better strategic planning, and privatization of certain district services.

Anyone seeking detailed information on a particular district's previous performance review should call the Texas Texas School Performance Review toll-free at 1-800-531-5441 ext 3-4900.

### ***Summary Results***

All told, the review team developed 109 recommendations during a six-month review period ending in September 1997.

The CCISD review identified total savings of \$21.9 million that could be realized by CCISD from 1997-98 through 2001-02 if these recommendations are implemented. The TSPR recommendations also include one-time and ongoing investment opportunities of \$412,000 in fiscal 1998 and total investment opportunities of \$3.1 million through fiscal 2002. Cumulative net savings (savings minus recommended investments) from all recommendations is expected to reach almost \$18.8 million by fiscal 2002.

This report could produce gross savings in the first year of \$1.4 million. Savings, however, are expected to rise in the second year of implementation to almost \$4.3 million, or 7 percent of CCISD's administrative budget (total budget minus instructional costs such as teacher salaries and classroom supplies), or 2 percent of CCISD's total annual operating budget. The savings opportunities identified in the report are conservative and should be considered the minimum that can be realized if all recommendations are implemented.

The total savings and costs associated with TSPR's recommendations are listed at the end of this chapter. Significantly, many recommendations would not have a direct financial impact but, nevertheless, represent important improvements over current policies and practices, including boosts in customer service by the district.

### ***Exemplary Programs and Practices***

TSPR identified numerous "best practices" in CCISD. Through commendations in each chapter, this report highlights model programs, operations, and services provided by CCISD administrators, teachers, and staff. Other school districts are encouraged to examine these programs and services to see if they may be adapted to meet local needs. Notable examples:

- CCISD has employed a wide range of innovative programs and activities to improve student performance and tracks and analyzes student performance for each school. The objective is for 90 percent of the students to score at the passing criterion of 70 percent or higher on each round of the TAAS. The analysis is completed for all areas tested, for different ethnic groups and for economically disadvantaged students, and is used by principals and teachers to adjust teaching techniques and curricula to address areas of identified weakness.
- Menger Elementary school is a prime example of CCISD's successful Adopt-A-School program, which draws upon more than 300 businesses and organizations. These partnerships yield employees as tutors and mentors; supplies and equipment; field trips; incentives; and opportunities for teachers to enhance their professional skills. For 1997-98, the Port of Corpus Christi adopted Menger Elementary and has provided aquariums and microscopes for an environmental science lab, money for an accelerated reading program, and employees to be trained as mentors and role models for children.
- CCISD has more experienced and educated teachers than its peer districts. Forty-three percent of CCISD teachers have a master's degree, and .3 percent have a doctorate, compared to peer district averages of 21.9 percent and .2 percent, respectively. Further, CCISD teachers have an average of 13.4 years of experience compared to peer district averages of 11.5 years.
- CCISD's efforts to control expenditures have allowed the district to increase its general fund balance from \$18.6 million, or 11 percent of general fund expenditures, in 1992-93, to \$43.5 million, or 24 percent of general fund expenditures for 1995-96. Expectations are that CCISD will meet state guidelines for an optimum fund balance during 1996-97.

- CCISD allocates costs such as utilities and maintenance to its departments and campuses. This practice allows departments and campuses to recognize their true financial position.
- The district has implemented initiatives designed to control and contain increases in workers' compensation claims. For example, the district initiated an alternative duty program that encourages temporarily injured employees to return to work early from a job-related injury. The number of lost-time accident claims was reduced from 225 in 1991-92 to 94 during 1995-96.
- CCISD employs one in-house attorney and is pursuing a cooperative arrangement with neighboring school districts to share an additional attorney. As several long-standing lawsuits are concluded, the district anticipates legal fees to drop by more than 50 percent as routine cases are assigned to the in-house attorney and the new cooperative attorney.
- The district has aggressively planned for technology needs by establishing a four-year plan and identifying funding for almost \$49 million in technology improvements, including more than \$2 million in outside grants.
- CCISD's Food Service Department contains costs and prevents waste. For example, food service management has planned and developed a high-productivity central kitchen that prepares food for all district elementary schools. This approach increased employee productivity, reduced labor shortages, and reduced food costs, while ensuring better control.
- The Transportation Department has designated two magnet school routes that collect students in two areas and meet at a central location to exchange students. If the routes were not coordinated in this way, two additional routes requiring two more buses and drivers would be needed to carry the same number of students.

### ***Chapter by Chapter: Key Findings, Recommendations***

*District Organization and Management* - CCISD established a district vision through an effective strategic planning effort launched in 1988, but the district has not completed a long-range strategic plan since 1991. The lack of strategic planning has led to patchwork facilities improvements, conflicts between board members and the superintendent, and the annual adoption of short-term goals that may not lead the district toward long-term objectives. The review team urges the district to resume the process begun in 1988. The board and administration should begin by developing a shared vision of the district's future.

*Educational Service Delivery* - CCISD's innovative academic standards may be an example for districts throughout the nation. After a year of districtwide implementation and rapid adjustments to assure the initial

success of the program, however, the district needs to conduct a full evaluation of the program, including analyses of the standards' impact on student performance, and an assessment of relevant curricular materials. Continual evaluation and improvement are critical for all educational programs, but especially for a cutting edge program like CCISD's academic standards.

*Community Involvement* - No position or office in CCISD is responsible for responding to community concerns, and community residents told the review team that it is difficult to get the district to listen when they have issues they need addressed. By creating an ombudsman position in the Office of Public Affairs and Governmental Relations, the district will be able to better respond to community members.

*Personnel Management* - CCISD has many administrators and teachers rapidly approaching retirement age. The district must carefully plan for its future by using tools that ensure the controlled exit and replacement of experienced staff. One effective tool is a retirement incentive plan, offering employees additional money to retire early. If planned appropriately, retirement incentives will allow the district to more effectively recruit, hire, and train replacements.

*Facilities Use and Management* - Although CCISD conducted a 1995 facilities assessment that included planned improvements, it has not developed a facilities master plan to guide the development and renovation of facilities based on the district's building needs. The review team recommends development of a comprehensive master plan addressing potential changes in attendance zone boundaries, the future use and number of magnet schools, and the current use and planned reduction in the use of portable buildings. Ultimately, an effective facilities master plan builds on a school district's strategic plan, which provides long-term guidance for all areas of operations.

*Financial Management* - CCISD's approach to budgeting has assumed that prior-year resource levels were efficient, and that all programs provided in the current year would continue indefinitely. This budgetary process should be discontinued and replaced with a process that emphasizes the evaluation of program efficiency and effectiveness. Spending priorities should be established through the district's long-range strategic plan, and expressed in specific, quantifiable goals.

*Asset and Risk Management* - The review team found that it sometimes takes several months for a fixed asset, such as a computer, to be purchased, received, and logged onto the district accounting system. Further, if a fixed asset is transferred between departments or schools, approvals must be obtained from five different individuals, often taking

just as many months. CCISD should write policies and procedure to streamline these processes and better protect the district's assets by recording them as soon as they are received.

*Purchasing and Distribution* - Purchasing has relied on a manual system to process and distribute the district's purchases. By July 1998, however, CCISD plans to implement a purchasing module within a more comprehensive financial and accounting information system called Pentamation. Several recommendations in this chapter deal with reorganizing the department to improve management productivity and eliminate positions that will no longer be needed upon full implementation of Pentamation.

*Computers and Technology* - CCISD's technology plan is aggressive, yet the plan lacks sufficient detail for effective implementation. Few staff are dedicated to managing and monitoring implementation. Further, responsibility for implementation resides with multiple departments-making inefficient use of limited resources. In addition to consolidating the district's technology offices into a single office, a method must be developed to manage implementation that includes detailed implementation steps for each task and monthly progress reports.

*Food Services* - Food Services is implementing software called SNAP that contains inventory, purchasing, and production capabilities. But, due in part to limited people and money, implementation is behind schedule. Food Service management told the review team that SNAP could save the district significant work time when fully implemented, but the district has not conducted a full cost-benefit analysis to determine potential cost savings. A well-documented cost-benefit analysis will likely justify the necessary expenditure. CCISD should contract for expertise to implement the SNAP software by the end of the 1997-98 school year.

*Transportation* - Driver absences cost CCISD in two ways: drivers with other duties that cover the absences are unavailable to perform other duties, and the district often has to pay overtime, which amounted to \$75,000 in regular education driver overtime and \$19,500 for special education drivers and assistants in 1996-97. CCISD should establish an incentive program to encourage driver attendance.

*Safety and Security* - Given the need for security in and around CCISD schools, the district took the first steps toward creating a police force by budgeting for five certified police officers during 1997-98. This appropriate shift to certified police officers should be expanded upon by eliminating nine contract security guard positions and replacing them with four additional certified police officers. Children have a fundamental right to be free from harm as they learn.

### ***Savings and Investment Requirements***

Many recommendations would result in savings and revenue increases that could be used by CCISD to more effectively meet student needs. The savings opportunities identified in this report are conservative and should be considered the minimum taxpayers have a right to expect. Investment requirements usually are related to creating an efficiency or savings to the district, enhancing productivity and effectiveness.

As shown in **Exhibit 3**, and in detail in **Exhibit 4** full implementation of the recommendations in this report could produce gross savings of almost \$5.7 million in the next two years. CCISD could achieve total net savings of almost \$18.8 million by 2001-2002 if all recommendations are implemented.

#### **Exhibit 3 Summary of Net Savings**

<b>Year Savings Begin</b>	<b>Total (In Millions)</b>
1997-98 Initial Annual Net Savings	\$1,173,162
1998-99 Additional Annual Net Savings	\$3,580,256
1999-00 Additional Annual Net Savings	\$3,734,651
2000-01 Additional Annual Net Savings	\$5,207,691
2001-02 Additional Annual Net Savings	\$5,205,267
One Time (Costs) Savings	(\$119,750)
<b>TOTAL SAVINGS PROJECTED FOR 1998-2002</b>	<b>\$18,781,277</b>

Detailed implementation strategies, timelines, and fiscal impacts follow each recommendation in this report. The implementation section associated with each recommendation highlights a series of actions. Some should be implemented immediately, some over the next year or two, and some over several years.

TSPR recommends that the CCISD board ask district administrators to review these recommendations, develop a plan to proceed with implementation, and monitor subsequent progress. TSPR is available to help in any way.

# Chapter 1

## District Organization and Management

This chapter assesses CCISD's overall organization and management in four parts:

Planning and Decision-Making  
Management Information and Accountability  
District Organization  
Policies and Procedures

This chapter demonstrates that an absence of strategic planning has prevented the district from focusing effectively on its long-term needs. In addition, CCISD's organizational scheme distances the superintendent from schools, parents and certain key areas of the district's operations, contributing to poor communication.



# Planning and Decision-making

## CURRENT SITUATION

CCISD is governed by a seven-member board of trustees serving alternating four-year terms (**Exhibit 1-1**). Three of the board members are elected at large and four are elected from single-member districts.

**Exhibit 1-1**  
**CCISD Board of Trustees**  
**1996-97**

<b>Board Member, Title</b>	<b>Elected</b>	<b>Term Expires</b>
Dorothy Adkins, President	At-Large	January 2000
Frank R. Reyes, Vice President	District 2	January 2000
Pinky Brauer, Secretary	At-Large	January 2000
Manuel Flores, Assistant Secretary	District 1	January 1998
Bill Hamrick	At-Large	January 2000
Edmund H. Hecht	District 3	January 1998
Henry Nuss	District 4	January 1998

*Source: Who's Who and Where in the CCISD, 1996-97*

CCISD policy states that the board is primarily responsible for planning, setting policy, and approving the annual budget (**Exhibit 1-2**).

**Exhibit 1-2**  
**Powers and Duties of the CCISD Board of Trustees**

<b>Powers and Duties Of The Board of Trustees</b>
1. Manage and govern the public schools of the district.
2. Adopt such rules, regulations, and by-laws as the board may deem proper.
3. Approve a district-developed plan for site-based decision-making and provide for its implementation.

4. Levy and collect taxes and issue bonds.
5. Select tax officials as appropriate to the district's needs.
6. Prepare, adopt, and file a budget for the next fiscal year and file a report of disbursements and receipts for the preceding fiscal year.
7. Have district fiscal accounts audited at district expense by a Texas-certified or public accountant holding a permit from the Texas State Board of Public Accountancy following the close of each fiscal year.
8. Publish an annual report describing the district's education performance, including campus performance objectives, and the progress of each campus toward those objectives.
9. Receive bequests and donations or other funds coming legally into its hands in the name of the district.
10. Select a depository for district funds.
11. Order elections, canvass returns, declare results, and issue certificates of elections as required by law.
12. Acquire and hold real and personal property in the name of the district.
13. Execute, perform, and make payments under contracts.
14. Exercise the right of eminent domain to acquire property.
15. Hold all rights and titles to the school property of the district.
16. Authorize the sale of property.
17. Sell minerals in land belonging to the district.
18. Employ, retain, contract with, or compensate a licensed real estate broker or salesman for assistance in the acquisition or sale of real property.
19. Employ by contract a superintendent, principals, teachers, and other executive officers and set salary schedules.
20. Close the schools or suspend operation if necessary to maintain law, peace, and order.
21. Sue and be sued in the name of the district.

Source: CCISD Policy Manual

The board conducts regular meetings on the second and fourth Monday of each month and holds special board meetings as needed. Certain topics, such as employee matters and litigation, are discussed in executive sessions that are closed to the public. **Exhibit 1-3** summarizes board meetings held from September 1996 through February 1997.

**Exhibit 1-3  
CCISD Board Meeting Statistics  
September 1996 through February 1997**

Date	Meeting Type		Members Present	Total Meeting Length		Length of Split Sessions	
	Reg.	Spec.		Reg.	Spec.	Open	Exec.
9/9/96	1		7	4:19		2:05	2:14
9/23/96	1		6	2:55		1:02	1:53
10/1/96		1	7		0:25	0:25	
10/14/96	1		7	5:51		2:51	3:00
10/21/96							
10/28/96	1		6	4:48		1:48	3:00
11/11/96	1		6	4:55		0:56	3:59
11/25/96	1		7	7:49		6:10	1:39
12/9/96	1		6	3:31		1:30	2:01
12/18/96		1	6		2:51	1:43	1:08
1/13/97	1		5	3:05		1:56	1:09
2/3/97	1		7	4:06		2:56	1:10
2/10/97	1		7	2:29		1:55	0:34
2/24/97	1		7	3:37		1:32	2:05
<b>Total</b>	<b>11</b>	<b>2</b>					
<b>Average</b>			<b>6.46</b>	<b>4:18</b>	<b>1:38</b>	<b>2:03</b>	<b>1:59</b>

Percentage	85%	15%		73%	27%	51%	49%
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*Source: CCISD Board Minutes*

As indicated in the exhibit, the board conducts most of its business during regular meetings. Board member attendance is good at all meetings, and slightly less than half of all board meeting time is spent in executive session.

The board's only standing committee, the Audit Committee, monitors external and internal audit activities. The board creates ad hoc committees from time to time to study key issues such as year-round education.

The superintendent is the chief executive officer of the school district and reports to the board. Dr. Abelardo Saavedra, the superintendent, assumed the position in 1992-93. The superintendent's role is to execute board policies and administer district operations. Specific responsibilities of the superintendent include planning, program and personnel evaluation, communication, budget recommendations, and consistent application of policies.

District decision-making is governed by state laws and regulations, board policies and procedures, and the district's site-based decision-making plan, called Planning and Decision-Making (PDM) by district officials. The Planning and Decision-Making Handbook lists the district's mission and goals, outlines its responsibilities, defines the roles of participants in the decision-making process, and outlines reporting requirements. Guidelines for Planning and Decision-Making, another reference guide for schools, provides guidance in budget amendments, curriculum modifications, waivers, and other procedural matters.

CCISD maintains district and campus decision-making committees. The District-Level Planning and Decision-Making Committee consists of 20 district employees, two parents, two community representatives, and two business representatives. Based on requirements of the PDM, at least two-thirds of the 20 district employees must be teachers. Each Campus-Level Planning and Decision-Making Committee consists of the school's principal, teachers, non-teaching professional employees, and two or more parents, two business representatives, and two community representatives. At least two thirds of each Campus-Level Planning and Decision-Making Committee must be made up of teachers. These committees annual revise Campus Action Plans and the District Action Plan, which spell out short-term goals and implementation steps.

**FINDING**

CCISD has a reputation for innovation in Texas and nationally. Three aspects of district operations drew the attention of the Comptroller's review team: academic standards, site-based management, and accounting practices.

CCISD's academic standards, which set goals that students must achieve in each grade and subject, resulted from a four-year effort to stretch student performance beyond levels measured by the state in its mandatory Texas Assessment of Academic Skills (TAAS). These standards have received national recognition, including coverage in USA Today. The Educational Service Delivery chapter of this report presents additional information on the academic standards.

In October 1988, CCISD identified site-based management as a strategy to enhance the roles of teachers, parents, and principals in determining the direction of their individual schools. Pilot programs began in 1990 at Miller High School, Driscoll Middle School, Houston Elementary School, and Crossley Special Emphasis Elementary School. During 1991-92, all district schools introduced site-based management. The state required school districts to develop site-based decision-making plans in 1991-92, three years after CCISD began such planning efforts.

In 1993, CCISD began accruing, or recording a liability for, payroll at the end of the school year. At the time, the Texas Education Agency (TEA) did not require school districts to record this liability; however, TEA later required this practice of all school districts. This approach more accurately presents the financial position of a school district at the end of each year.

## **COMMENDATION**

**CCISD aggressively identifies and implements innovative educational practices.**

## **FINDING**

Site-based management decentralizes decision-making within school districts, ideally giving the staff of each school the authority to plan, budget, and act on individual priorities. In each district, however, questions must be resolved over how to divide planning and management responsibilities among principals, school staff, and central administrators. Some districts spell out standards or parameters for decision-making in areas where consistency is needed. In CCISD, the Planning and Decision-Making Handbook does not address standards in areas such as grading, safety and security, and technology. Other district reference materials leave decisions in these areas to school principals or campus planning and decision-making teams. The lack of standards in the Planning and

Decision-Making Handbook appears to contribute to inconsistency and confusion across the district.

***Grading***

Until recently, CCISD's academic standards include a flexible approach to grading, allowing individual schools to develop their own grading policies. According to district management, this approach helped sell academic standards to principals. This decision, however, resulted in tremendous confusion and inconsistent grading standards. During the review, many residents questioned the academic standards grading policy. **Exhibit 1-4** presents a representative sample of comments received through public forums, focus groups, and other interviews.

**Exhibit 1-4  
Comments on CCISD Academic Standards Grading Policy**

<b>Source</b>	<b>Comment</b>
Parent Interview	Different grading policy every year. Only test scores and performance measures count (not homework; not participation). Inconsistency makes transferring difficult.
Public Forum	Education is not standardized within the district, much less statewide, so many students who transfer must start over again.
Public Forum	Some students have 10 chances to redo a performance standard--others do not.
Public Forum	Teachers are teaching different things and using different assessment criteria.

*Source: Public Forums and Interviews*

During the June 1997 regular board meeting, the board adopted districtwide grading policies for academic standards to be applied in the 1997-98 school year.

***Safety and Security***

CCISD's Student Code of Conduct governs disciplinary actions by school principals and teachers, providing principals with significant flexibility in handling poor student behavior. However, the Planning and Decision-Making Handbook does not address principal and teacher roles in safety and security matters. Parents told the review team of significant inconsistencies in disciplinary practices and referrals to alternative

education among different schools. State law specifies actions for responding to discipline and safety incidents. District safety and security is further discussed in the Safety and Security chapter.

***Technology***

School principals are allowed to select computer hardware platforms and make decisions on types of training. Across the district, this freedom has resulted in a computer system supporting both PC and Macintosh environments. Sixty percent of the district operates Macintosh computers and 40 percent operates PCs. This approach requires two types of computer management and support systems and appears to be more expensive than operating a single hardware platform.

Software choices and training also are left largely to individual school principals, resulting in inconsistent applications of technology across the district. Implementation of CCISD's Technology Plan, a five-year, \$50 million plan to upgrade and expand CCISD's computer capabilities, may be hindered without consistent hardware, software, and training standards. The Technology Plan is discussed further in the Computers and Technology chapter.

**Recommendation 1:**

Identify areas where district standards should guide site-based decisions and document roles and responsibilities in the Planning and Decision-Making Handbook.

CCISD should amend its Planning and Decision-Making Handbook to specify standards for different functional areas. Some standards, such as those relating to safety and security, also may require changes in board policy. **Exhibit 1-5** provides a framework for CCISD to address standards.

**Exhibit 1-5  
Sample Framework for CCISD Standards Development**

<b>Functional Area</b>	<b>Decision</b>	<b>Current Approach</b>	<b>Standardized Approach</b>
Education	Grading	Principals/Teachers	Apply single, consistent grading standards at all schools, for all students.
Technology	Hardware	Some decisions centrally made; most dictated at campus level.	Select one hardware platform and restrict future purchases to this

			platform.
Technology	Software	Some decisions centrally made; most dictated at campus level.	Develop list of software available for use, and support only these applications. Identify specific types of applications that can be selected at school level.
Technology	Training	Some decisions centrally made; most dictated at campus level.	Develop minimum hardware and software training standards for each classification of employee.
Safety and Security	Discipline Actions	Flexibility provided in many discipline matters.	Review state law to assure compliance. Amend district policy and incorporate into <i>Planning and Decision-Making Handbook</i> .
Custodial Services	Use of Custodians	Custodians provide services other than cleaning on some campuses, such as moving furniture and minor maintenance activities.	Develop standards for percentage of time custodians may perform non-cleaning duties.

*Source: Neal and Gibson.*

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The District Planning and Decision-Making Committee conducts three meetings to identify all areas where district standards should guide site-based decisions.	October 1997
2. The District Planning and Decision-Making Committee modifies the Planning and Decision-Making Handbook to include these standards and the roles and responsibilities of district employees in following standards.	December 1997

### **FISCAL IMPACT**

Identifying responsibilities and documenting them in the Planning and Decision-making Handbook can take place within existing resources. In addition, implementation of this recommendation should allow financial



resources to be diverted from existing uses to new, more efficient uses. For example, the cost of supporting a single hardware platform may be less than the cost of supporting a dual platform.

**FINDING**

In 1988, CCISD's board and superintendent initiated a strategic planning process. With the assistance of an outside adviser, the administration and board assembled a 25-member strategic planning team including a cross-section of individuals from the community and schools. Action teams developed 17 strategies and 228 action plans for the district, 173 of which were approved and incorporated into a strategic planning document in September 1989. This plan was modified annually until 1991. **Exhibit 1-6** presents the strategies in the most recent strategic plan of October 14, 1991. While the district has prepared other planning documents since then, the 1991 plan represents the most recent long-range strategic plan.

**Exhibit 1-6  
CCISD Strategic Plan Elements  
October 1991**

<b>Strategy</b>	<b>Key Elements of Strategy</b>
1. We will organize strategically to define functions and achieve accountability of staff at all levels.	Mission statement, job descriptions, performance reviews
2. We will develop and implement a program of site-based management in CCISD.	Pilot program, training, decision parameters
3. We will develop and implement a system of schools with each school featuring an area of specialization, while maintaining an exemplary core curriculum.	Identify specialization, application for magnet status
4. We will develop an aggressive, continuing modernization and expansion program for facilities and equipment.	Bus replacement, computer routing system, special education space needs, district security program, energy management program, roof repair, central receiving facility, modernize central kitchens, music/art classrooms, upgrade and maintenance of all buildings and grounds, computer assisted instruction, repair of air conditioning systems

5. We will aggressively pursue innovative funding from public and private sources.	Creation of Education Foundation, training on grants
6. We will develop and implement a comprehensive program to meet current and emerging social needs of students.	Chemical free schools, self-esteem building program, TEA pupil-nurse ratio, Teen Court Program
7. We will develop and implement a comprehensive program to identify potential dropouts/failures and retain them in school	Expand volunteer program, improve Adopt-A-School, expand dropout counseling, training, reporting systems
8. We will develop and implement a program to aggressively recruit and retain quality personnel and provide for professional growth for all personnel.	Competitive salaries and benefits, child care program, comprehensive training and recruitment programs
9. We will develop a comprehensive athletic program and facilities noted throughout the state for their excellence.	Shared sports complex, eliminate overcrowding, coach recruitment, athletic facility upgrades
10. We will develop and implement a comprehensive program of counseling and guidance to meet the needs of all PreK-12 students and their families.	Counseling and training programs, community services referral program, conflict resolution, parenting training
11. We will develop a comprehensive marine program which will include a scientific complex and a floating learning center.	Marine science consultant, marine vocational program, marine life exhibit
12. We will mobilize the full resources of the community to accomplish the objectives of the CCISD by forming effective partnerships with businesses and other influential segments of our community.	Development of partnerships, education summit
13. We will incorporate the use of technology to improve the	New computer, better data network, technology plan consolidate instructional

administrative and instructional functions of the District.	technology activities
14. We will guarantee the positive and effective involvement of all parents and the entire community in our educational system.	Office of parent involvement and volunteer services, campus liaisons, parent contact, annual report of volunteer service, parent communication cards, parent rooms
15. We will aggressively examine existing curricula and will design new programs and instruction improvements to meet individual needs and to strengthen special areas.	Forecast job trends and create viable training programs, academic program enhancements, teacher training, full day Pre-K program
16. We will achieve governmental support necessary to realize our mission and objectives.	Participate in coalition of education groups
17. We will develop alternative scheduling of instruction to accommodate the diverse needs of our students and community.	Year-round education pilot, block scheduling

*Source: CCISD Strategic Plan 1989-1995*

In June 1995, CCISD developed a strategic planning report identifying various goals and action teams assigned to develop plans to reach them. However, this document was more of an operating plan than a strategic plan. Strategic plans address long-range strategies and incorporate input from the community. CCISD's planning document is prepared by the school district and addresses only short-term goals, as opposed to longer-term strategies. Several board members said that strategic planning has been abandoned. The superintendent said that strategic planning efforts have stalled due to disagreements among board members regarding the district's direction.

In the absence of an up-to-date strategic plan, the district's primary planning tool has been the District Action Plan, which annually establishes short-term goals and plans for the school year. Each year, district administrators propose short-term goals and the board approves them. The 1996-97 District Action Plan, for instance, outlined nine goals and defined specific performance targets for selected areas, most of them oriented toward academic achievement (**Exhibit 1-7**).

**Exhibit 1-7**  
**District Action Plan Goals and Performance Targets**  
**1996-97**

<b>Goal</b>	<b>Performance Targets</b>
1. All students will achieve their full academic potential.	Academic Standards: 75 percent TAAS passing rate
2. A well-balanced and appropriate curriculum will be provided to all students.	Discipline: 2.5 percent or lower dropout rate
3. Qualified and effective personnel will be attracted and retained.	Middle School Reform: 90 percent TAAS passing rate target for eighth graders (75 percent acceptable, and all special populations will reach acceptable level)
4. The organization and management of all levels of the district will be productive, efficient and accountable.	Attendance: 94 percent or better attendance rate
5. The allocation of public education money will be distributed equitably to all students in the district.	College Admission: 55 percent of all students tested on college admissions tests will achieve the acceptable standard increment of the 10 percent criterion or better
6. Parents will be full partners in the education of their children.	General: 90 percent of all students will achieve grade-level performance standards.
7. Businesses and other members of the community will be partners in the improvement of schools.	
8. Instruction and administration will be improved through research that identifies creative, effective methods.	
9. Communications among all public education entities will be consistent, timely, and effective.	

*Source: 1996-97 District Action Plan*

In short, CCISD has not prepared a long-range strategic plan since 1991, despite the fact that the strategic planning process begun in 1988 was

effective in establishing a vision for the school district. The review team concluded that the abandonment of this process has contributed to several problems.

First, the lack of ongoing strategic planning has contributed to poor long-term planning, particularly regarding facilities. CCISD has no long-range facilities master plan. The district has asked the Corpus Christi community to vote on particular bond issues without clarifying what projects were needed over the long term. The lack of a master plan also contributes toward the district's spread of bond money among many schools and programs, while little substantive facilities renovation occurs. This issue is explored further in the Facilities Management chapter.

The lack of a strategic plan also appears to contribute to conflict between board members and the superintendent's office. According to board policy, the superintendent is to "ensure development of long and short-range plans for district growth and improvement." The superintendent told the review team that the board is not providing consistent direction to develop a strategic plan. Several board members said the superintendent has abandoned strategic planning altogether. In practice, the board focuses on short-term issues and evaluates the issues outside the context of a long-term plan.

CCISD did not achieve many of the strategies in its 1991 Strategic Plan or goals in its 1996-97 District Action Plan. **Exhibit 1-8** suggests how CCISD has measured up against its strategies and goals.

**Exhibit 1-8**  
**Review Team's Assessment of CCISD Accomplishment Of Selected Strategies and Goals**

<b>Selected Strategy / Goal</b>	<b>Assessment</b>
Performance targets (1996-97 District Action Plan)	Have achieved target dropout and attendance rates; meeting many of academic targets.
Accountability (Strategy 1, 1991 Strategic Plan)	Mission statement established; job descriptions not current; evaluations of programs and people not consistently effective in removing poor performing programs and people. Management information provided to board does not adequately reflect performance nor hold district accountable.
Site-Based Management	Done. District standards needed in several areas

(Strategy 2, 1991 Strategic Plan)	however.
Modernization and Expansion of Facilities (Strategy 4, 1991 Strategic Plan)	Implemented specific projects relating to computers, special education, energy management, central kitchens, music rooms and selected repairs. However, a series of renovations and additions has not substantively improved overall facilities condition, and has increased maintenance burden.
Pursue funding from public and private sources (Strategy 5, 1991 Strategic Plan)	Grant funding has increased since the early 1990s; however, the Education Foundation received only \$47,000 in 1996-97.
Social needs of students (Strategy 6, 1991 Strategic Plan)	Implemented Teen Court and increased pupil-nurse ratio. Drug programs have not lowered drug-related offenses.
Technology (Strategy 13, 1991 Strategic Plan)	Implementing \$50 million technology plan, but management controls are needed.
Community involvement (Strategy 14, 1991 Strategic Plan)	Construction of parent rooms included in bond program. This was in response to earlier strategy, but does not represent the most critical facility needs of the district.
Alternative scheduling (Strategy 17, 1991 Strategic Plan)	Discussing year-round education, but a pilot that was planned has not occurred.

*Sources: 1991 Strategic Plan, 1996-97 District Action Plan*

**Recommendation 2:**

Initiate a long-range strategic planning process.

The superintendent should lead an effort to develop a long-range strategic plan for CCISD. The district should use the same model it applied in 1988, with a strategic planning team. The board and superintendent should conduct an initial meeting to discuss candidates for the strategic planning team, and the team should draft a shared, single vision for consideration by the superintendent and board.

**Exhibit 1-9** outlines the components of an effective strategic planning document. This framework should be used as a starting point by the strategic planning team in developing the plan.

**Exhibit 1-9**  
**Components of an Effective Strategic Plan**

1. Shared Vision
2. Shared Values
3. Purpose/Mission Statement
4. External Data Collection/Analysis * External Factors * Key Stakeholders * Competing Factors
5. Internal Data Collection/Analysis * Student Outcomes * Learning Environment (Campus, Classroom, and Home) * Supporting Environment (District, Community)
6. Critical Issues
7. Threats/Opportunities
8. Student Outcomes
9. District Goals
10. Best Ideas/Innovations
11. Operational Plans/Objectives
12. Annual Review and Update

*Source: Texas Association of School Boards*

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The superintendent conducts a strategic planning workshop with the board to prepare it for this process.	October 1997
2. The superintendent proposes a list of members for a strategic planning team and submits it to the board for modification and approval. This team represents a cross-section of the community.	October 1997

and provides adequate representation of schools.	
3. The strategic planning team uses the 1991 Strategic Plan and 1996-97 District Action Plan as starting points of discussion and develops a draft six-year strategic plan for CCISD.	December 1997 - April 1998
4. The strategic planning team conducts public forums to discuss the draft planning document and incorporate any needed changes.	April 1998
5. The strategic planning team submits the strategic plan to the superintendent and board for review and approval.	May 1998
6. The superintendent updates the format and content of the District Action Plan for 1998-99 to show a broader range of historical and planned performance against specific targets. The superintendent establishes specific performance targets for all functional areas of the district; district level targets include efficiency measures, expenditure levels, and expenditure growth percentages.	June 1998

### **FISCAL IMPACT**

Time devoted to the strategic planning process should be volunteered by community members or provided within the job descriptions of CCISD board and staff members.

### ***B. MANAGEMENT INFORMATION AND ACCOUNTABILITY***



# Management Information and Accountability

## CURRENT SITUATION

CCISD administrators routinely provide information to the board. On the Thursday prior to each Monday board meeting, each board member receives an information package containing details of agenda items. Throughout the year, the board also receives reports on the district's academic performance, financial matters, and project status. These reports include the state's required Academic Excellence Indicator System (AEIS) reports on student performance, attendance, and dropout and graduation rates. In addition, members receive the annual financial audit. With the exception of energy management performance reports, AEIS is the only standard performance reporting system CCISD uses.

## FINDING

CCISD does not always present complete and meaningful performance reports to its board. Interviews suggest that inconsistent information contributes to a degree of distrust between some board members and the superintendent.

### *Status of Special Projects*

Board members described several instances in which they received incomplete or inaccurate information regarding special projects. In 1996, for instance, CCISD established a pilot program reorganizing custodial services at selected schools. In place of head custodians reporting directly to each school principal, CCISD established regional zone leaders to supervise work at several schools each. Head custodians not appointed as zone leaders effectively were demoted to school custodian jobs. At the beginning of the 1995-96 school year, district administrators told board members that the pilot program was being implemented smoothly. This was not entirely the case, however, as some school principals were displeased with the program. In addition, labor representatives were upset by salary reductions for some former head custodians. The district later reversed the pay cuts and stopped further implementation of the program.

Board members told the review team they have not received adequate information regarding a \$66 million construction program approved by voters in a 1996 bond election. As of April 1997, nine months into the construction program, neither the Accounting Department nor Construction Management staff had accurate job cost records, although the

departments were working to update the records during the review team's April 1997 visit. Construction Management was not providing the Accounting Department with updated budget information reflecting change orders, or changes in the scope of construction, creating the possibly false appearance of cost overruns by showing actual expenditures greater than those budgeted. The financial status of construction projects was not being routinely provided to the board, with the exception of change orders requiring board approval.

Frustrated by the inadequacy of information provided by district staff, board members have tried different ways of gathering data. In the case of the custodial pilot program, for instance, some board members said they trusted information provided by the local chapter of the American Federation of Teachers over presentations by district staff.

The review team found that the board has overextended the district's internal audit team, which is led by an outside firm with one district employee. The board uses the audit team as an information-gathering and performance-measuring tool, in addition to the compliance and testing roles more commonly associated with internal audit functions. CCISD's internal audit function, discussed in the Financial Management chapter, has conducted performance assessments in technology, Food Services, and Transportation, among other areas. Each year, in fact, the board approves areas for review. These assessments provide information more traditionally provided by a school district's top management. In most districts, internal auditors *verify* information, rather than producing original reports for the school board. The CCISD board should be able to receive accurate and complete measures of performance for all district functions without leaning on its internal audit team.

### ***Financial Reporting***

In interviews, board members said financial information received from district administrators ranges from confusing to very good. Board members with significant public education experience appeared to easily understand district financial and budget presentations.

During the April 1997 regular board meeting, the CCISD director of Finance presented selected financial information to the board. This information included bar graphs and pie charts depicting revenue and expenditures, broken down by categories such as programs or functions. The information appeared accurate and complete, showing how much the district spends on particular programs and business functions. In separate reports to the board, comparisons of spending levels to urban school districts provided a benchmark for reasonableness. However, valuable efficiency measures such as maintenance costs per square foot, cafeteria

meals served per labor hour, and student transportation costs per mile, are not provided to the board.

**Recommendation 3:**

Develop performance reports for the board that completely and accurately report district program effectiveness and operating efficiency, as well as project status reports tracking major projects.

CCISD should develop board reports that reflect the efficiency and effectiveness of specific school district operations. These reports will keep board members better informed, hold managers accountable for expenditures, and provide a baseline for developing budgets.

**Exhibit 1-11** presents a representative sample of performance measures that CCISD should track and report over a five-year period. Additional performance measures for particular functional areas are located in each applicable chapter of this report. These measures should be directly related to the strategic planning component outlined earlier in this chapter. Even before linking items to the strategic plan, however, CCISD should develop tracking systems for this information.

**Exhibit 1-11  
Examples of Performance Measures**

<b>Functional Area</b>	<b>Sample Effectiveness and Efficiency Measures</b>
Instructional Related	Student-counselor ratios, by school  Student-nurse ratios, by school
Facilities	Facilities maintenance costs per square foot, by school  Custodial costs per square foot, by school
Human Resources	Student-employee ratios  Health insurance costs per employee
Community Involvement	Ratio of parent volunteers to enrollment, by school  Number of parent complaints, by school
Management Information	Kilobytes of storage per CCISD employee

Systems	Number of PCs per administrative employee Ratio of students to PCs, by school
Food Services	Meals served per labor hour, by school Meal participation rates, by school Average food costs per meal Average labor costs per meal
Transportation	Average miles per student Cost per mile, by program Number of cocurricular miles per event Number of cocurricular events per student
Safety and Security	Student to police officer coverage ratios by school Number of reported incidents per officer

*Source: Neal & Gibson*

CCISD also should improve its status reporting for major projects. CCISD's major projects for 1997-98 include Academic Standards, the construction program, and the technology plan implementation. These reports should include a summary of the budget status, an assessment by district administrators of the percentage of budget spent versus percentage of project completion, and a discussion of remaining problems and major decisions. The reports also should provide assessments on contractor performance. The reports should be prepared and submitted to the board on a quarterly basis, or more often if requested by the board.

#### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The assistant superintendent for Business requires each department to develop efficiency measures for quarterly reporting to the board and requires that the project managers for major projects design a status report that meets the requirements defined above.	October 1997
2. Each department manager develops a set of efficiency measures	November

and obtains approval from the assistant superintendent for Business. Suggested measures are listed above and in separate chapters of this report.	1997
3. Each department manager ensures that the necessary statistics are collected and tracked for comparison to financial information. Efficiency measures are calculated for a five-year historical period and one-year prospective period. A comparison of measures to industry standards and peer school districts is also made. The statistics reported are accompanied by explanations of favorable or unfavorable trends and variances between CCISD and industry standards and peer districts.	January 1998
4. The director of Finance and the assistant superintendent for Business verify the accuracy of the efficiency and status reports and evaluate the explanations for reasonableness, subsequently submitting this information to the superintendent and the board.	February 1998  and then annually
5. The assistant superintendent of Business submits the efficiency and status reports to the Strategic Planning Team for incorporation into the Strategic Plan.	February 1998
6. The assistant superintendents incorporate efficiency and effectiveness targets into the annual performance evaluations of department managers. The assistant superintendents, the executive directors, and the directors use these measures as a starting point for the budget process.	March 1998  and then annually

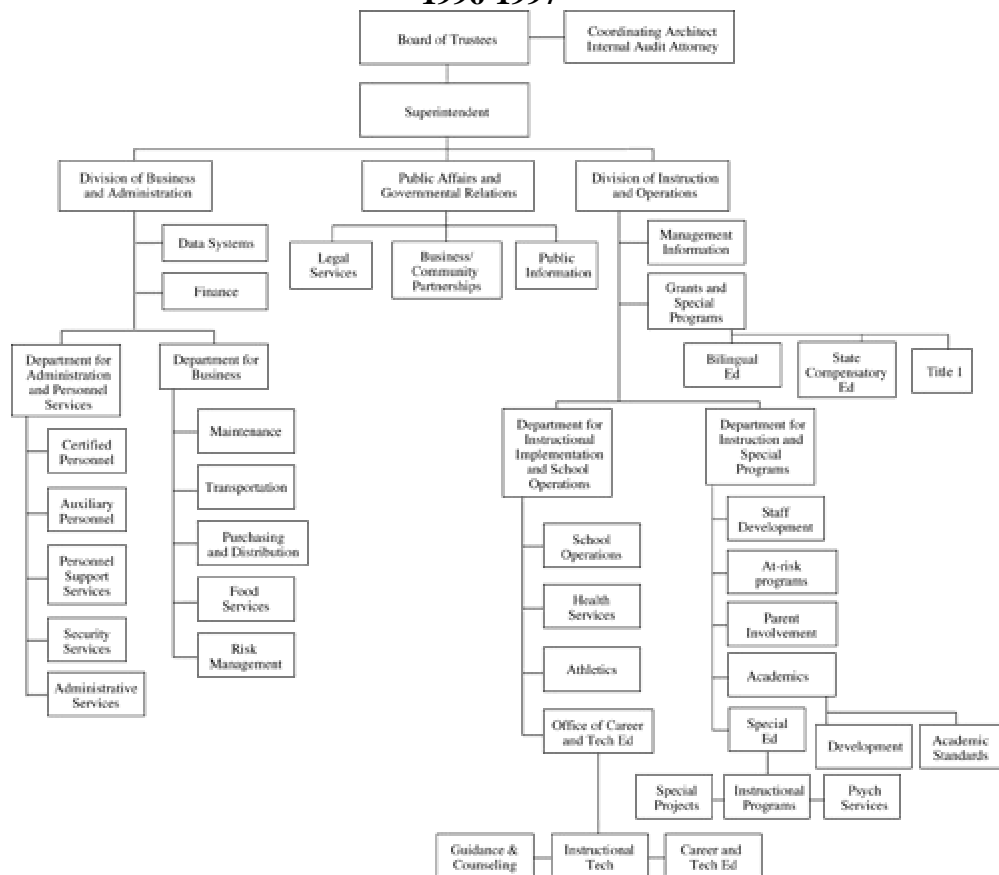
### **FISCAL IMPACT**

This recommendation could be accomplished with existing resources. The cost of two financial analyst positions to support this effort is identified in the Educational Service Delivery chapter.

# District Organization

Superintendent Saavedra created CCISD's management structure in 1993. **Exhibit 1-12** presents CCISD's organization as of April 1997. Three positions report to the superintendent: the assistant superintendent for Business and Administration, assistant superintendent for Instruction and Operations, and director of Public Affairs and Governmental Relations. Four positions report to the assistant superintendent for Business and Administration: the executive director for Business, the executive director of Administration and Personnel Services, the director of Finance, and the director of Data Systems.

**Exhibit 1-12**  
**CCISD Organization**  
**1996-1997**



Source: CCISD

Four positions report to the assistant superintendent for Instruction: the executive director of School Operations, the executive director for Instruction and Special Programs, the director of Management

Information, and the administrative officer for Grants and Special Programs.

School principals report to one of five vertical team leaders, each of whom is a director reporting to the executive director of School Operations. Different educational programs report to different areas under the assistant superintendent for Instruction. For example, Career and Technology reports to the executive director for School Operations; Special Education reports to the executive director for Instruction and Special Programs; and Compensatory Education and Bilingual Education report to the administrative officer for Grants and Special Programs.

As of 1995-96, CCISD spent less than peer districts on central administration. **Exhibit 1-13** compares CCISD to its peer districts in its expenditures per student for central administration.

**Exhibit 1-13**  
**CCISD and Peer District Administrative Expenditures**  
**Fiscal 1995-96**

District	Central Administration Expenditures Per Student
Ysleta	\$303
Laredo	\$291
Aldine	\$283
McAllen	\$248
Fort Worth	\$248
Ector County	\$236
Pasadena	\$215
<b>Corpus Christi</b>	<b>\$207</b>
Northside	\$183

*Source: AEIS*

**FINDING**

CCISD has higher instructional administration costs per student than most of its peer districts (**Exhibit 1-13**).

**Exhibit 1-13**  
**CCISD and Peer District Instructional Administration Expenditures**

**Per Student  
Fiscal 1995-96**

<b>District</b>	<b>Instructional Administration Expenditures Per Student</b>
Fort Worth	\$146
Laredo	\$133
<b>Corpus Christi</b>	<b>\$126</b>
McAllen	\$120
Ector County	\$119
Northside	\$93
Ysleta	\$89
Aldine	\$82
Pasadena	\$81

*Source: AEIS*

A major factor contributing to these higher costs is the district's use of vertical teams. A vertical team is a team of principals serving schools grouped within attendance zones. In a sense, a vertical team of staff members is responsible for a school district within the school district. Students within a feeder group who are served by a vertical team attend a certain group of elementary schools, based on the boundaries of the attendance zones. Students are then promoted to a smaller number of middle schools and, usually, a single high school. The primary benefit of vertical teams is communication between schools that students will attend. For instance, communication of recurring student performance problems in an elementary school may prompt a middle school to develop or refine specific programs for these students.

The superintendent established vertical teams during 1993-94 in an effort to foster communication among schools in the same feeder group. Each vertical team consists of a team leader and the principal of each school in the feeder group. In CCISD, each feeder system has one vertical team. Vertical team leaders report to the executive director of School Operations, who in turn reports to the assistant superintendent for Instruction.

The vertical team leaders' jobs include many tasks. For instance, based on CCISD job descriptions, vertical team leaders are responsible for:



- evaluating the performance of campus administrators.
- ensuring implementation of academic standards.
- ensuring appropriate organization for principal meetings.
- mediating campus disputes.
- serving as first-line administrators at central office.
- monitoring implementation of curriculum.
- serving as contact persons between the central office, campuses, parents, and the community.
- assisting principals in their interpretation and implementation of district policies.
- facilitating and maintaining smooth, orderly, and effective operations at the schools.

While vertical teams are an effective way to enhance communication, the authority given CCISD's vertical team leaders has resulted in slower communication and lengthened decision-making processes. Although the district said top administrators have "open door" policies, a parental complaint normally is channeled through four administrative layers-the school principal, the vertical team leader, the executive director of School Operations, and the assistant superintendent-before reaching the superintendent's office.

Principals and parents told the review team that vertical team leaders often impede communications, increasing frustration.

#### **Recommendation 4:**

##### **Consolidate two layers of vertical team management.**

CCISD should keep its vertical team structure but eliminate vertical team leader positions. The executive director of School Operations and the assistant superintendent of Instruction could perform the current "line" functions of the vertical team leaders, including principal evaluations, mediation of campus disputes, and policy interpretation.

The vertical team structure should be a staff function, or one that provides support to the schools, as opposed to a line function, which is involved with school-level decisions. By removing authority from the vertical team structure and eliminating the vertical team leader position, vertical teams could focus more on sharing information between schools and less on decision-making *within* schools. This is the main benefit of vertical teams, and the reason for which they were initially created.

#### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1 The District Planning and Decision-Making Committee revises	September
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the job descriptions for the executive director for School Operations to include principal evaluations, interpretation of policy, mediation of campus disputes and other related functions previously performed by the vertical team leaders.	1997
2. The assistant superintendent for Instruction and Operations assigns high school principals to chair each vertical team meeting.	October 1997
3. The District Planning and Decision-Making Committee revises the job descriptions of the vertical team participants to include only advisory, communication and coordination responsibilities.	November 1997
4. The superintendent incorporates revised job descriptions in the 1998-99 budget, eliminating the vertical team leader positions.	February 1998
1. The superintendent implements staff changes.	July 1998
2. The superintendent conducts follow-up meetings with the vertical teams and principals to monitor the implementation of this recommendation.	Ongoing

This recommendation would eliminate five director positions and three secretarial positions by the end of 1997-98. This would provide the district with enough time to plan for the transition and incorporate changes into the budget process that begins in January 1998. The executive director of School Operations would coordinate the efforts of all vertical teams, and three secretarial workers would support the clerical and administrative needs of the vertical teams. The estimated fiscal impact is based on the salary midpoint of a director position of \$62,419, and the midpoint of a secretarial position of \$23,680. A benefits percentage of 6 percent is applied to both salaries.

### **FISCAL IMPACT**

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Eliminate vertical team leader positions	\$0	\$330,821	\$330,821	\$330,821	\$330,821
Eliminate three secretarial positions	\$0	\$75,302	\$75,302	\$75,302	\$75,302
<b>Total</b>	<b>\$0</b>	<b>\$406,123</b>	<b>\$406,123</b>	<b>\$406,123</b>	<b>\$406,123</b>

### **FINDING**

CCISD's organization appears to have many management layers, contributing to poor information flow up and down the organization and making the superintendent too far removed from principals, teachers, parents and individual schools. Only three positions report to the superintendent, and four to five positions report to the assistant superintendents.

**Exhibit 1-14** depicts the district's span of control, or the number of individuals reporting to particular administrative positions.

**Exhibit 1-14**  
**CCISD Span of Control - Top Three Management Levels**  
**1996-97**

Position	Span of Control
Superintendent	3
Assistant superintendent for Business and Administration	5
Assistant superintendent for Instruction and Operations	4
Executive director, Instruction and School Operations	9
Executive director, Instruction and Special Programs	5
Director, Management Information	2
Administrative officer, Grants and Special Programs	3
Executive director, Administrative and Personnel Services	5
Executive director, Business	5
Director, Finance	5
Director, Data Systems	6

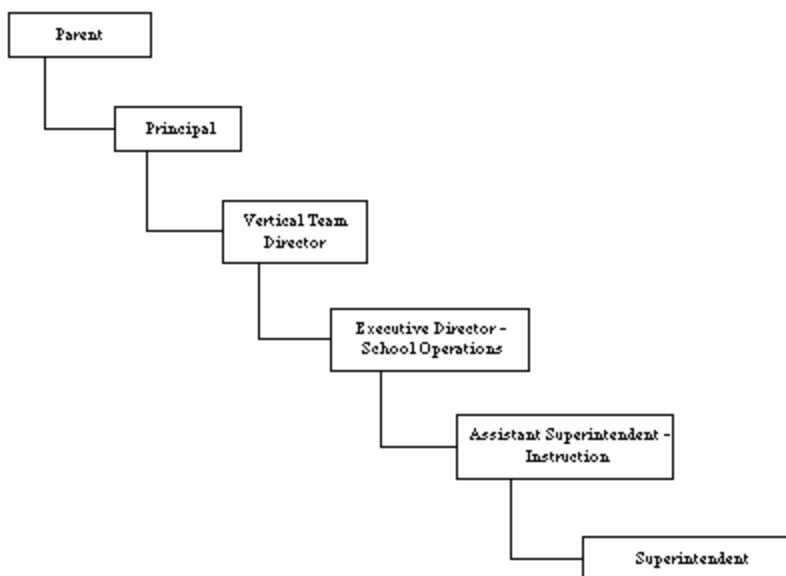
*Source: CCISD Organization Chart, Who's Who and Where in CCISD, 1996-97*

The small span of control results in what organizational analysts call a steep organization, making it more difficult for information to reach decision-makers. Less than half of the teachers and principals surveyed by the review team agreed with the statement, "The superintendent and central administration communicate well with the school staff." Written responses in the teacher/principal and central administrator surveys criticized communication between central administrators and the schools and among central administrative functions.

On another front, teachers were given only a few days before 1997-98 to consider and respond to proposed teacher contracts, resulting in an unnecessary rush attributed by a teacher's union representative to poor district communication.

Parents also questioned the steep organizational approach. As noted above, parent complaints are usually channeled through four levels before reaching the superintendent (**Exhibit 1-15**), despite the superintendent's description of an "open door" policy.

**Exhibit 1-15**  
**The Path of a Parent Complaint Through CCISD**  
**1996-97**



The district's steep organization appears to hinder communication in all directions. Parents said this built-in distance leads to poor district responsiveness, a factor discussed further in the Community Involvement chapter.

### ***Misaligned Functions***

The district's organization also contributes to unusual alignments of functions. Some organizational roles in CCISD do not represent a logical combination of responsibilities. This causes a mismatch between job requirements and job capabilities, and places some district projects and functions at risk.

For instance, the district's director of Management Information reports to the assistant superintendent for Instruction and Operations. This function

oversees the reporting of standardized test scores, student records, and other instructional data. The district also employs a director of Data Systems who reports to the assistant superintendent for Business and Administration. This function oversees data processing, network and PC services, and computer repairs. A third technology function, instructional technology, reports to School Operations through Career and Technology Education. While the three functions are closely related, they are separated within the organization, making it harder to monitor and regulate implementation of the five-year Technology Plan, and inhibiting any coordination of instructional and business technology.

In another example, the director of Public Affairs and Government Relations is responsible for a host of areas unrelated to public affairs or government relations such as the print shop and legal services. The primary functions of this department are to keep abreast of governmental actions affecting CCISD, handle media inquiries, nurture partnerships with the business community, and promote CCISD through participation in various civic and business organizations.

The office of Public Affairs and Government Relations has no role in parental involvement, which is left to the discretion of individual schools, while complaints from parents are routed through a different channel, the assistant superintendent of Instruction and Operations.

During 1996-97, CCISD's construction manager reported to the director of Maintenance. The director of Maintenance reported to the executive director for Business, who reported to the assistant superintendent for Business and Administration. The alignment of Construction Management under Maintenance was uncommon, and this unit appeared too distant from the superintendent, given its vital day-to-day importance to the district. Construction management decisions were passing through four management layers before reaching the superintendent. Given CCISD's \$66 million construction program, construction management also seemed too far removed from top management to receive adequate attention.

Since the review team's April 1997 visit to the district, CCISD changed the reporting structure on construction projects. By summer 1997, the construction manager was reporting to the assistant superintendent for Business and Administration.

Other CCISD functions appear to be misaligned or placed at improper levels within the overall organization. These include:

- Attendance and discipline management: These school-related functions report to Administrative and Personnel Services. While school districts often place *employee* attendance and discipline

management under these areas, districts often place *student* attendance and discipline management under school operations.

- Security: This CCISD function reports to Personnel, although it has nothing to do with personnel management. In other districts, security is often aligned with other ancillary services, such as maintenance, food services, and transportation.
- Risk management: This is an extremely important function in a school district, yet in CCISD it is placed organizationally three tiers below the superintendent. This function generally reports to the assistant superintendent for Business and Administration.
- Guidance and counseling: In CCISD, this function reports to Career and
- Technology Education, when in fact it is part of school operations.

**Recommendation 5:**

Reorganize CCISD to increase span of control and more logically group functions and responsibilities at proper levels within the organization.

**Exhibit 1-16** presents a summary of the review team's recommended organizational changes and their justification. Some of these recommendations are discussed in separate chapters of this report.

**Exhibit 1-16  
Summary of Recommended Organizational Changes  
Central Administration**

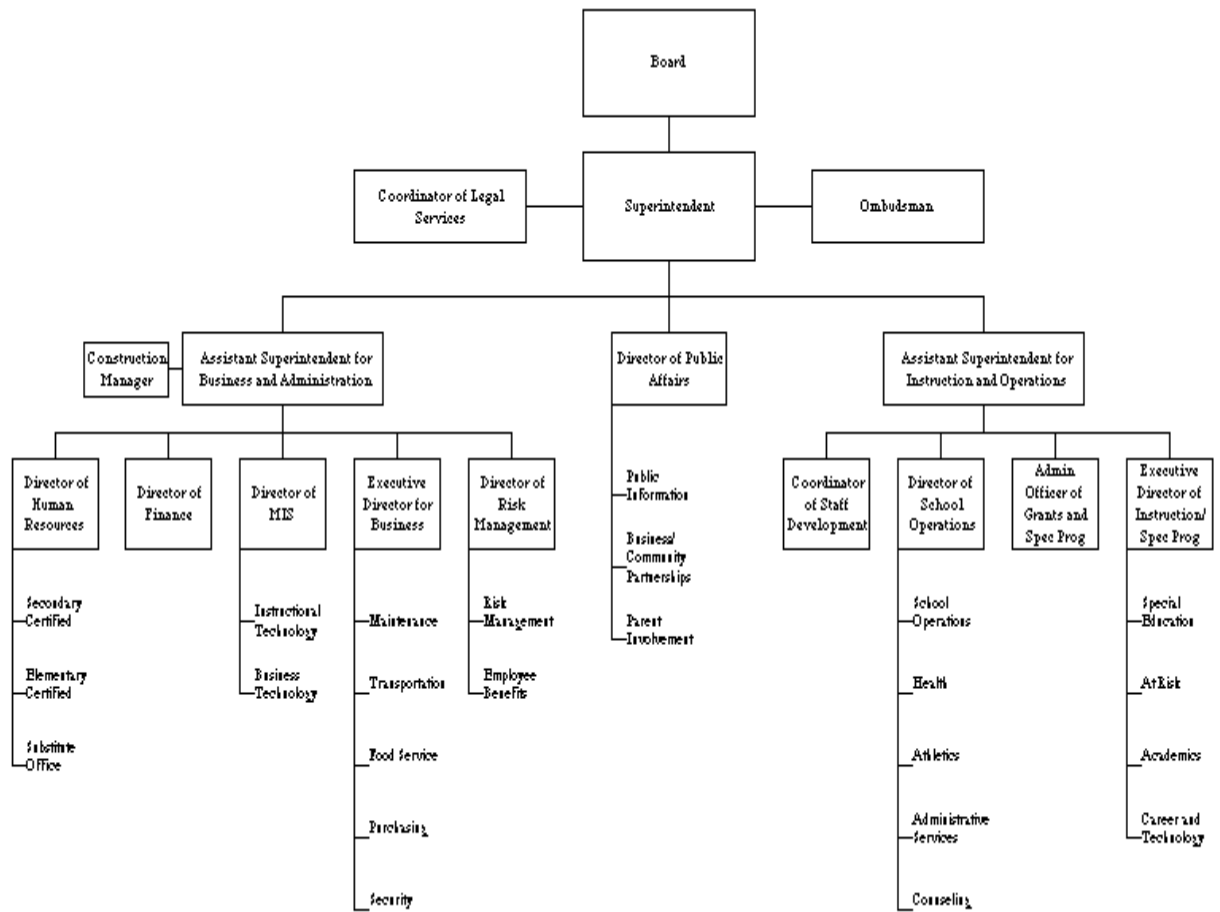
<b>Position</b>	<b>Recommended Change</b>	<b>Justification</b>
Ombudsman	New position reporting directly to superintendent	Better communication between parents and superintendent's office
Legal Services	Move from Public Affairs to directly report to superintendent	Importance of function justifies elevation; is not logically aligned in Public Affairs
Risk management	Move from Personnel to direct report to assistant superintendent for Business	Increase span of control and elevate function based on level of importance.
Construction Manager	Move from Maintenance to directly report to assistant superintendent for Business	\$66 million project needs to be closer to assistant superintendent; also increases span of control

Executive Director of Personnel	Downgrade to director position	Less responsibility than other executive directors
Data Systems, Management Information, Instructional Technology	Consolidate MIS functions under upgraded director position reporting to assistant superintendent for Business	Improve accountability for Technology Plan implementation; improve communication and coordination of business and instructional technology
(Instructional) Staff Development	Move from executive director for Instruction to direct report to assistant superintendent for Instruction	Increase span of control; improve accountability for instructional staff development
Career and Technology Education	Move from School Operations to Instruction	Is an instructional, not an operational program, especially with removal of instructional technology
Counseling	Move from Career and Technology to directly report to School Operations	Should remain under school operations; not logically aligned under Career and Technology education

*Source: TSPR Review Team*

The effect of these changes are represented in a proposed organization in **Exhibit 1-17**.

**Exhibit 1-17**  
**Proposed Organization for CCISD Central Administration**



Source: TSPR Review Team

## IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent announces the reorganization to occur at the end of the 1997-98 school year.	October 1997
2. The assistant superintendents revise job descriptions for all affected personnel outlining the new responsibilities.	
3. The assistant superintendents meet with each director to discuss new responsibilities and expectations.	November 1997
4. The superintendent incorporates the organizational changes into the development of the 1998-99 budget.	December 1997
5. The superintendent implements the reorganization.	



	January 1998
	August 1998

### **FISCAL IMPACT**

The additional costs of upgrading the Management Information position responsibilities are assumed to be offset by savings from merging the existing MIS managerial responsibilities. The fiscal impact of new positions, such as the ombudsman, are reflected in separate chapters. None of the other organizational recommendations involve position reclassifications or salary changes.

# Policies and Procedures

CCISD maintains a policy manual and operating procedures for specific departments. Legal Services is responsible for updating the policy manual, and each department is responsible for updating its own procedures. CCISD uses the policy service of the Texas Association of School Boards (TASB) to assist in identifying needed policy changes. Legal Services does not rely exclusively on TASB, however.

## FINDING

Certain policies have not been updated to reflect requirements of the Texas Education Code as revised during the 1995 Texas legislative session. For example, CCISD's policy for student discipline, Policy FOD, states that a student may be removed from class and expelled without resort to an alternative education program for certain violations such as assault, drug possession, or sale or possession of firearms. Another policy, Policy FO Local, states that students must be sent to an alternative education program if these incidents occur. While Policy FOD also addresses students with disabilities, its provisions relating to other students are clearly not consistent with Policy FO Local.

Section 37.006 of the Texas Education Code specifically states that a student shall be placed in an alternative education program if these violations occur.

TASB has provided an update of Policy FOD, but the update has not been incorporated into the CCISD policy manual.

## Recommendation 6:

Update all policy to be consistent with state law and ensure that proper training has been conducted to comply with the policy.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1. The general counsel and superintendent identifies all required policy changes to comply with state law.	October 1997
2. The general counsel prepares policy changes and submits them to the superintendent and board for approval.	
3. Upon board approval, the general counsel works with each area manager or director to identify procedural changes resulting from	November 1997

the adopted policies.	
4. CCISD managers and directors document updated procedures and distribute to affected staff.	November 1997
5. CCISD managers and directors identify training requirements for new procedures and conduct necessary training.	December 1997
	December 1997

### **FISCAL IMPACT**

This recommendation could be accomplished with existing resources. Any additional training needs should replace other, less critical training needs to avoid additional costs.

## Chapter 2

# Educational Service Delivery and Student Performance

This chapter examines CCISD's educational delivery system, including regular and special programs in eight sections:

Academic Standards  
Student Performance  
Bilingual Education  
Special Education and Dyslexia  
Compensatory Education  
Career and Technology  
Athletics  
Alternative Education

The review team identified four key challenges facing CCISD:

- a lack of long-term strategic planning.
- larger-than-average class sizes, especially in secondary schools.
- a need for improvement in the program for students with limited English proficiency.
- an increasing enrollment of special education students.

### **CURRENT SITUATION**

In 1996-97, CCISD enrolled 41,470 students in 56 schools and seven special programs. District enrollment has remained relatively constant since 1992. The district has five high schools, 12 middle schools and 39 elementary schools (see **Exhibit 2-1**). The district has 5,311 permanent employees. Of these, 2,524 or 47.5 percent are classroom teachers. Of CCISD's teachers, 53 percent have a bachelor's degree and 44 percent have a master's degree. The remaining educational employees are auxiliary employees (44 percent), field administrators (2.5 percent), and elementary and secondary counselors and librarians (2.9 percent).

**Exhibit 2-1**  
**CCISD School, Student Enrollment**

<b>CAMPUS</b>	<b>LEVEL</b>	<b>ENROLLMENT</b>
AHSC Night School	Alternative	114
Homebound	Alternative	62

HS Ctr	Alternative	179
Mary Grett	Alternative	51
SLGC	Alternative	281
Teenage Mothers	Alternative	128
Allen	Elementary	465
Barnes	Elementary	576
Calk	Elementary	495
Carroll Lane	Elementary	408
Casa Linda	Elementary	441
Central Park	Elementary	428
Chula Vista	Elementary	454
Club Estates	Elementary	688
Coles	Elementary	427
Crockett	Elementary	492
Crossley	Elementary	419
Evans	Elementary	361
Fannin	Elementary	592
Galvan	Elementary	646
Garcia	Elementary	448
Gibson	Elementary	590
Houston	Elementary	585
Jones	Elementary	862
Kostoryz	Elementary	638
Lamar	Elementary	380
Lexington	Elementary	342
Los Encinos	Elementary	391
Lozano	Elementary	474

Meadowbrook	Elementary	521
Menger	Elementary	502
Montclair	Elementary	566
Moore	Elementary	716
Oak Park	Elementary	576
Prescott	Elementary	415
Sanders	Elementary	445
Schanen	Elementary	471
Shaw	Elementary	441
Smith	Elementary	474
Travis	Elementary	475
Wilson Robert	Elementary	618
Woodlawn	Elementary	505
Yeager	Elementary	422
Zavala	Elementary	636
Carroll	High School	2841
King	High School	2261
Miller	High School	1785
Moody	High School	1855
Ray	High School	2346
Baker	Middle	866
Browne	Middle	779
Cullen	Middle	569
Cunningham	Middle	739

Driscoll	Middle	900
Grant	Middle	1021
Haas	Middle	642
Hamlin	Middle	899
Kaffie	Middle	772
Martin	Middle	858
South Park	Middle	770
Wynn Seale	Middle	885

*Source: PEIMS*

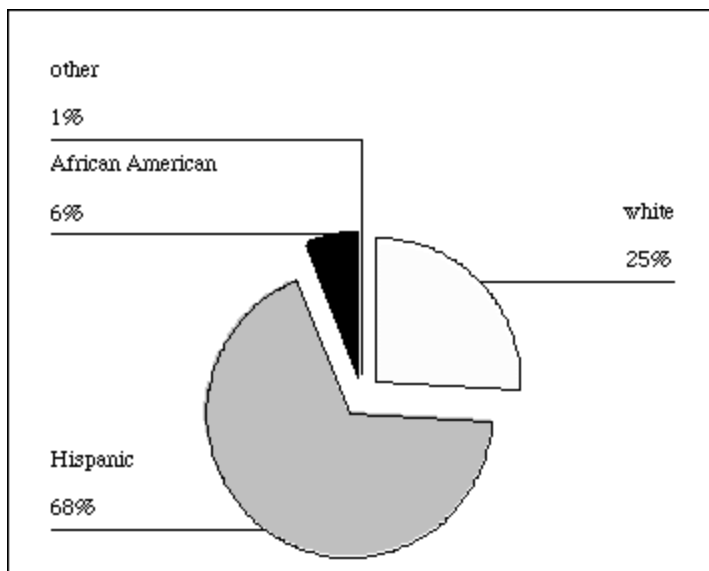
For comparative purposes, CCISD identified nine Texas peer districts with similar characteristics. While none are exactly like CCISD, they share some important characteristics, including similar size, comparable demographic characteristics, and/or similar economic resources. The peer districts are Aldine, Brownsville, Ector County, Fort Worth, Laredo, McAllen, Northside, in San Antonio, Pasadena, and Ysleta, in El Paso.

In addition, the review team made comparisons to other large urban Texas districts. Since Corpus Christi is the eighth largest city in the state, with a population of approximately 307,000, the school district shares problems of other large urban school districts. In addition to some of the larger district identified by CCISD, the large school districts used for comparisons also include Austin, Dallas, El Paso, Houston, Lubbock, and San Antonio.

The review team also compared some CCISD data to statewide data. These comparisons allow CCISD to evaluate its progress relative to all other districts in the state.

The demographic characteristics of students in CCISD are represented in **Exhibits 2-2** and **2-3**. **Exhibit 2-2** shows that approximately 68 percent of students in CCISD are Hispanic, 25 percent are white, 6 percent are African American, and about 1 percent are from other ethnic backgrounds.

**Exhibit 2-2**  
**Demographic Characteristics of CCISD Students (Ethnicity)**  
**1995-96**

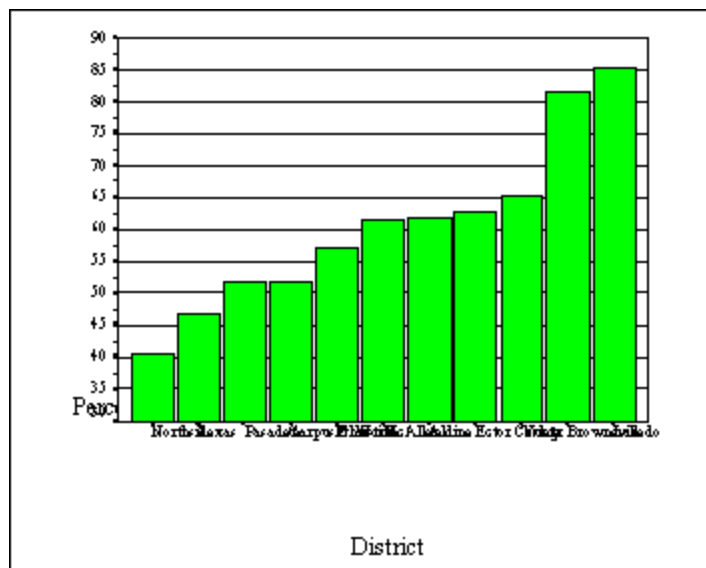


*Source: AEIS*

**Exhibit 2-3** presents the percentage of students in the state, CCISD, and peer districts who are economically disadvantaged. Economic disadvantage is determined by a student's eligibility for the federal free-or reduced-price meal programs. CCISD's percentage of students who are economically disadvantaged (51.7 percent) is 4.7 percent higher than that of the state.

**Exhibit 2-3**

**Percent Economically Disadvantaged for CCISD, Texas and the Peer Districts**



*Source: AEIS*



# Academic Standards

## BACKGROUND

In 1994, Congress established the GOALS 2000 program, allocating \$400 million to implement a plan that sets standards for school outcomes while giving local districts more flexibility in meeting those standards. In the past several years, the U.S. Department of Education has funded several professional organizations studying what students should master in subjects like art, geography, civics, government, American history, math, and science. At the same time, the New Standards Project, a consortium of states and school systems that educate about half of the nation's students, has been attempting to create a national testing system. In 1996, Congress passed two related bills, one designed to give states fiscal incentives to adopt world-class educational standards and another creating a presidential panel to endorse them.

The push for higher standards for student performance is one of several initiatives resulting from public dissatisfaction with the job schools have done in educating students. Related efforts include:

- *Middle school initiatives*, also referred to as middle school reform. These are often funded through grants from foundations such as the Edna McConnell Clark Foundation. Attempts to reorganize middle schools are aimed at improving academic performance and job readiness skills, as well as higher-order thinking and problem solving.
- *Rigorous testing programs* designed to ensure exit level competencies. The Texas Assessment of Academic Skills (TAAS) testing program is an example of this type of initiative, which requires student mastery of a common core of academic skills for graduation.
- *Science and math curricular reorganization*. Funded in part by a grant from the Eisenhower National Clearinghouse for Math and Science Education and supported by a large consortium, these two academic areas have set the pace for revising curriculum standards requiring higher-level academic skills.
- *Workforce development*. Encouraged by employers dissatisfied with workers' entry level job skills, business, government, and educational leaders have been working together to improve the job readiness skills of high school graduates. Aligning students' skills with the demands of the workplace is a priority.

The long-term goal of these efforts is to improve student's academic skills. Policymakers hope that setting higher standards and holding educators accountable for reaching those standards will improve student performance.

At the state level, student performance is measured by scores on the TAAS, the Enhanced Test of the American College Testing Program (ACT), the Scholastic Aptitude Test (SAT), and other tests. Like all districts, CCISD is required to publish an annual report describing its performance on the indicators of the state's Academic Excellence Indicator System (AEIS). These and other indicators, including student attendance, dropout rates, percent of students taking advanced placement exams, percent of graduates completing the Recommended High School Program, as defined by the State Board of Education, and the cumulative percent of students passing all tests taken on the exit-level TAAS are included in the AEIS. Based on this information, districts and schools are then rated "Exemplary," "Recognized," "Academically Acceptable," or "Academically Unacceptable."

Many Texas school districts, including CCISD, have begun to develop and implement academic standards at the local level. These local initiatives are intended to raise teacher expectations and student performance.

## **FINDING**

In 1993, CCISD began developing academic standards for four major academic areas: mathematics, language arts, science, and social studies. These standards set specific goals for each grade and subject that go beyond the state mandated TAAS. Committees of teachers, central administrators, representatives from businesses and higher education, parents, and other members of the community wrote two drafts of the standards. The adopted standards are contained in the district document *Real World Academic Standards*. CCISD's academic standards program was piloted first at selected schools, then implemented at every school in the district during 1996-97.

For each goal or academic standard, there are several performance standards. Performance standards are specific tasks that measure whether a student has achieved the stated goal. For example, in grade 5 one academic content standard is to develop techniques for effective oral communication. A student who has achieved the goal must:

1. After listening to an oral presentation, demonstrate comprehension of the spoken message.
  - a. Identify the speaker.
  - b. Identify the topic/title.

- c. State the main idea.
- d. Recall the specific details to support the main idea.
- e. Respond with a personal reflection that indicates comprehension of the speaker's message.
- 2. Give and follow oral directions.
  - b. Give a set of oral directions containing four steps.
  - c. Follow a set of oral directions containing four steps.
- 3. Give two oral presentations (e.g., a summary and report), one as an individual (two minutes) and one as a member of a group (five minutes).
  - c. State the topic clearly.
  - d. Convey purpose to the audience.
  - e. Present content appropriate to the topic.
  - f. Show clearly-developed organization.
  - g. Make eye contact with audience.
  - h. Use clear and well-paced speech.
  - i. Exhibit natural gestures/expressions.
  - j. Display formal posture.
  - k. Speak with audible volume, intonation, and expression.
  - l. Include visuals.

*Source: Real World Academic Standards, 1996-1997*

In a *USA Today* (April 18, 1997) article, CCISD's academic standards received national recognition. According to this article, CCISD's standards are more rigorous than those adopted by the State of Texas and span every grade and subject starting with prekindergarten.

To meet the standards, students must perform activities that require the development of original products, analysis and synthesis of information, and higher-order thinking skills such as problem-solving.

Comments on the review team's survey indicated a great deal of pride and appreciation for the academic standards. **Exhibit 2-4** includes positive comments from campus administrators and teachers responsible for implementing these standards.

**Exhibit 2-4**  
**Teacher and School Administrator Written Responses to the Review Team Survey**  
**Related to the Academic Standards**

<b>Comments Related to Academic Standards</b>
<i>Willingness to make change for the better...take risks..</i>
<i>Emphasis on improving student achievement.</i>
<i>Even though academic standards have been somewhat of a challenge to implement, they have provided focus and specificity at all grade levels.</i>

<i>Visionary leadership, goal oriented administration.</i>
<i>Its focus on academic achievement.</i>
<i>Commitment to increase student achievement; giving schools the latitude to incorporate new ideas.</i>
<i>This district is truly planning for the future. We are way ahead of most other district in technology and academic standards, etc. It's exciting being in the forefront of reform.</i>
<i>The efforts at implementing academic standards.</i>
<i>Willingness to be innovative and take risks to affect positive change.</i>
<i>Its commitment to excellence and the fact they are always seeking new and innovative ways to improve educational services.</i>
<i>Their willingness to try new approaches.</i>
<i>Innovation. The willingness of the leadership to implement new ideas to strengthen the education for our students such as the academic standards.</i>
<i>Greatest strength is in its openness to try new ideas.</i>

*Source: Texas Texas School Performance Review Survey Results*

CCISD developed its academic standards before most other districts in the state. Its standards program raises expectations for student performance by surpassing the requirements of the Texas Essential Elements, which are statewide course content standards.

### **COMMENDATION**

**CCISD has developed and implemented academic standards that exceed state-mandated standards in four academic content areas.**

### **FINDING**

In education, curriculum includes long and short term goals; a description of instructional strategies; suggestions for instructional materials, usually textbooks and supplementary materials; and assessments used to measure progress toward learning the content. Many curricula provide "scope and sequence," a written hierarchy of skills, in the order in which they should be taught, with a description of what to teach and how to teach it. Almost all textbooks and supplementary educational materials include a scope and sequence.

CCISD implemented its academic standards program without providing teachers with a related curriculum. CCISD's academic standards are goals.

Each academic standard is accompanied by performance standards. Performance standards are measurement tools that provide a reference by which student accomplishments can be measured. Neither academic standards nor performance standards, however, constitute a curriculum.

The textbooks and other materials that CCISD teachers use are aligned with the state-mandated Texas Essential Elements. In addition, students are expected to master the state TAAS tests, whose objectives are not the same as those found in CCISD's academic standards. This means that teachers must prepare students to master state-mandated objectives, yet are also expected to teach the content of another set of objectives that have no coordinated curriculum.

**Exhibit 2-5** presents teacher and school administrator survey results regarding curriculum. Selected comments from the survey about curriculum are in **Exhibit 2-6**. More than two-thirds (68.8 percent) of the teachers and school administrators who completed the survey believe that the district's curriculum meets students' academic needs at their schools. When asked if the curriculum is communicated and coordinated among all schools in the district, the responses were split almost evenly, with 45.6 percent in agreement and 41.1 percent disagreeing. These percentages indicated that consistency regarding curriculum implementation might be an area that central administration should address.

**Exhibit 2-5**  
**Teacher and School Administrator Responses to Survey Questions Related to Implementing Curriculum**

Survey Question	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
The curriculum matches student academic needs at my school.	11.3%	57.5%	3.1%	22.0%	3.4%	2.8%
CCISD's curriculum is communicated and coordinated among all schools.	6.2%	39.4%	11.0%	29.6%	11.5%	2.3%

*Source: Texas Texas School Performance Review Survey Results*

**Exhibit 2-6**  
**Review Team Survey Results of Academic Standards and Curriculum**

<b>Comments Related to the Academic Standards and Curriculum</b>
--

*Fragmented curriculum--every year the direction is changed and it is some new focus. We never spend time on one thing to know if it works. Need to spend time on one thing to know if it works. There is an attitude--a lack of caring by central office.*

*Academic standards to be implemented without any materials to support it!*


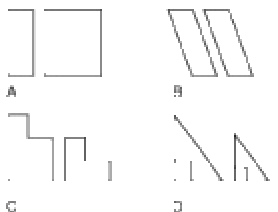
*A tremendous weakness--academic standards are good. Administration looks good, but they [administration] didn't provide corresponding assessments for them. I am not paid as a curriculum writer; therefore, why should I develop assessments which would take many, many hours to develop, without pay?*

*Source: Texas Texas School Performance Review Survey Results*

In a CCISD survey administered in 1997, teachers, campus administrators and central office staff were asked to respond to the statement: "Sufficient supplies and materials are available for the instruction of students." Of the 920 respondents, 60 percent disagreed or strongly disagreed with this statement.

At the outset of the Texas School Performance Review, CCISD's academic standards did not include instructional strategies, suggestions for textbooks or other supplemental materials, or assessment tools and procedures. The district had no scope and sequence for its academic standards. However in May 1997, the district began developing instructional strategies, supplemental materials and procedures, and is correlating its academic standards with the Texas Essential Elements and TAAS objectives. An example of this correlation is presented in **Exhibit 2-7**.

**Exhibit 2-7**  
**TAAS Test Items and Similar CCISD Test Items**

TAAS Text Items	CCISD Test Items																								
<p>12. A survey was conducted at a local mall in which 100 customers were asked what flavor of soft drink they preferred. The results of the survey are in the chart.</p> <p style="text-align: center;">CUSTOMER SURVEY</p> <table border="1" style="margin-left: auto; margin-right: auto;"> <thead> <tr> <th>Soft Drink</th> <th>Number of People</th> </tr> </thead> <tbody> <tr> <td>Cola</td> <td>20</td> </tr> <tr> <td>Diet Cola</td> <td>25</td> </tr> <tr> <td>Root Beer</td> <td>10</td> </tr> <tr> <td>Orange</td> <td>20</td> </tr> <tr> <td>Strawberry</td> <td>15</td> </tr> </tbody> </table> <p>Based on this survey, if 500 customers were asked their preference, how many would you expect to select orange as their favorite flavor?</p> <p>A 10            B 40            C 50            D 100</p> <p>13. Quadrilaterals MNOP and QRST are congruent. Which statement is true?</p> <div style="display: flex; justify-content: space-around; align-items: center;">  </div> <p>F <math>\overline{MP}</math> is congruent to <math>\overline{QT}</math>            G <math>\overline{NO}</math> is congruent to <math>\overline{QP}</math>            H <math>\overline{MN}</math> is congruent to <math>\overline{ST}</math>            J <math>\overline{MP}</math> is congruent to <math>\overline{RS}</math></p>	Soft Drink	Number of People	Cola	20	Diet Cola	25	Root Beer	10	Orange	20	Strawberry	15	<p>5. Mr. Wilson has a bag containing 15 colored marbles. They are colored gray, red, orange, black, and brown. He has a student select a marble without looking, record its color in the chart, and replace the marble in the bag before another student selects a marble.</p> <p style="text-align: center;">MARBLE DRAW RESULTS</p> <table border="1" style="margin-left: auto; margin-right: auto;"> <thead> <tr> <th>Color</th> <th>Number of Times Selected</th> </tr> </thead> <tbody> <tr> <td>Gray</td> <td>4</td> </tr> <tr> <td>Red</td> <td>10</td> </tr> <tr> <td>Orange</td> <td>8</td> </tr> <tr> <td>Black</td> <td>6</td> </tr> <tr> <td>Brown</td> <td>2</td> </tr> </tbody> </table> <p>Based on the results shown in the chart, which is the best prediction of the number of red marbles in the bag?</p> <p>A 5            B 4            C 3            D 2            E 1</p> <p>6. Which is the pair of congruent figures?</p> <div style="display: flex; justify-content: space-around; align-items: center;">  </div>	Color	Number of Times Selected	Gray	4	Red	10	Orange	8	Black	6	Brown	2
Soft Drink	Number of People																								
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Orange	8																								
Black	6																								
Brown	2																								

For about three years, Texas has been developing the Texas Essential Knowledge and Skills (TEKS) to replace the Texas Essential Elements. The Texas Education Agency (TEA) proposed calendar for phasing in TEKS is fall, 1998: English/language arts (grades K-5), mathematics (grades 6-12), science (grades K-5), social studies (grades 6-12), and enrichment curriculum (grades K-12); 1999-2000: mathematics (grades K-5), science (grades 6-12), and social studies (grades K-5); 2000-2001: English/language arts (grades 6-12).

Fully implementing a massive endeavor like academic standards in a very short period of time has, understandably required CCISD to operate in a

reactive mode in order to make adjustments necessary to ensure the success of the program. While every indication shows academic standards are having a positive affect on student performance, the district does not know precisely what affect academic standards has had or if the curriculum adequately supports the standards. An evaluation to determine what standards need refinement or the best way to teach to the standards, has not been conducted.

**Recommendation 7:**

Evaluate the implementation of academic standards by determining the standards' impact on student performance and assess the quality of curricular materials.

It is critical to the long-term success of this program to move from a reactive mode to a more proactive stance.

To successfully improve student performance through the use of academic standards the district should conduct regular evaluations of the academic standards as a part of a strategic planning and evaluation process. CCISD should evaluate TAAS data to see if academic standards have improved student performance and determine areas of weakness that need adjustment.

Furthermore, the district should maintain a curriculum that reflects all goals, including a scope and sequence that explains to teachers what to teach, how to teach, and how to assess mastery. The district should use this curriculum to guide staff development, textbook selection, and other instructional materials. The curriculum should be updated and revised on a regular basis.

In the curriculum, CCISD should make modifications of instruction, materials, and assessments to accommodate diversity. To meet legal requirements, the district should include strategies for students who have difficulty with English or who are in Special Education.

While it is important for CCISD to continue correlating their academic standards with the Texas Essential Elements, the district must keep abreast of curricular changes occurring at the state level correlating academic standards with TEKS as well.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Office of Academics and curriculum team completes the correlation of the Academic Standards with TAAS objectives and the continues work on TEKS.	October 1997
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2. The Department for Instruction and Special Programs writes a curriculum that reflects these correlations.	October 1997- December 1997
3. The director of special education and the director of bilingual education, under the direction of the assistant superintendent for Instruction and Operations and the director of the department for Instruction and Special Programs, write appropriate curriculum policy regarding modifications for students with disabilities.	October 1997- December 1997
4. The director of the Management Information and Operations Division develops an evaluation plan for the academic standards and submits the plan to the Superintendent for approval.	November 1997
5. The Superintendent submits the evaluation plan for academic standards and supporting curriculum to the Board for approval.	December 1997
6. The Management Information and Operations Division begins implementation of the academic standards evaluation plan.	February 1998
7. Evaluation of academic standards and curriculum is completed and submitted to the Superintendent.	April 1998
8. Evaluation report on the academic standards and curriculum and any recommended modifications are submitted to the board for approval.	May 1998
9. Changes to academic standards and curriculum are implemented.	September 1998

### **FISCAL IMPACT**

This recommendation could be accomplished with no additional cost to the district.

### **FINDING**

CCISD implemented its academic standards program without a plan to provide sufficient training for its teachers. The only systematic, mandatory, districtwide teacher training on academic standards provided during 1996-97 was a single half-day session in August 1996. While teachers who wrote the items received training, most teachers did not receive the same level of training provided to principals and other supervisors. The district did provide additional workshops and follow-up meetings throughout the year on academic standards, but these trainings were optional and were primarily for administrators.

Most teacher training in CCISD is provided in individual schools. Decisions about topics, presenters, and schedules are made by school

principals and the site-based decision-making teams consisting of administrators, teachers, and parents at each school. This model allows individual schools to identify their own needs and choose training that meets them. However, in the absence of a curriculum to guide teachers on the application of academic standards, CCISD's teachers and administrators did not necessarily share core knowledge and information; consequently, there was no way to guarantee consistency of approach.

The academic standards initiative requires every student in each grade to master the same set of academic standards. This implies a high degree of consistency throughout the district. Yet both the academic standards and performance standards are new to most teachers, and these standards differ from state standards. Nevertheless, CCISD had no district-level plan to train teachers in new instructional and assessment techniques or to help teachers adapt the present curriculum to the academic standards.

Sources of information for training include Regional Educational Laboratories:

- North Central Regional Education Laboratory
- Northeast and Islands Regional Laboratory
- Southwest Educational Development Laboratory

These laboratories all have ongoing standards projects and disseminate information to states and districts. Among the training materials they recommend is a video training series, *Schools That Work: The Research Advantage*.

In a review team survey, less than half of CCISD administrators and teachers agreed or strongly agreed that they received adequate guidance in implementing the curriculum (**Exhibit 2-8**). More than one third disagreed or strongly disagreed with that statement. In addition, more than half disagreed or strongly disagreed with the statement that student performance standards are consistent across the district.

**Exhibit 2-8**  
**Teacher and Campus Administrator Responses to Survey Questions Related to Implementing Curriculum and Consistency of Performance Standards**

Survey Question	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
I am given adequate guidance by upper administrators in implementing the curriculum	9.0%	38.3%	13.5%	28.7%	7.6%	2.8%

Student performance standards are consistent across all schools	6.5%	27.0%	12.4%	32.4%	19.2%	2.5%
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*Source: Texas Texas School Performance Review Survey Results*

The review team also received several written comments that addressed teachers' and administrators' concerns regarding training related to the academic standards (**Exhibit 2-9**).

**Exhibit 2-9**  
**Teacher and School Administrator Written Responses to the Review Team Survey Related to Training of Teachers in Academic Standards**

<i>The district's number one desire is to pioneer in new areas without careful planning and training for its staff.</i>
<i>Explore implementation of the academic standards. A tremendous amount of time has been spent on this. Students suffer because of this. Many were poorly written and CCISD forced teachers to implement them despite this and the fact that we were not trained to use them. In addition to the lack of understanding, the documents to use with the academic standards were not developed until after the fact.</i>
<i>Provide better in-service training. We pay for our own. We need staff development that is worth our time.</i>

*Source: Texas Texas School Performance Review Survey Results*

**Recommendation 8:**

Plan for, provide, and require teacher participation in districtwide training related to implementation of the academic standards.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The superintendent and assistant superintendent for Instruction and Operations mandate one districtwide training day related to consistent implementation of the academic standards in the 1997-98 school year. The training plan includes clearly articulated goals and an assessment procedure to evaluate teachers' understanding of the information presented. The training also includes opportunities for questions from teachers and principals and for problem-solving.	October 1997-December 1997
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2. The Office of Staff Development, under the guidance of the superintendent and assistant superintendent, plans and implements the morning training. Topics for the training day focus on: aligning standards with TAAS objectives and present curricula, effective instructional strategies, and assessing performance and grading and retention policies.	February 1998
3. The coordinator of Academic Standards designs, administers, tabulates, and analyzes data with an evaluation instrument that provides information about teacher's levels of understanding, competence, and commitment to academic standards implementation.	February 1998
4. The coordinator of Staff Development uses the information from the training evaluations to document each teachers' training and level of expertise on the standards.	March 1998
5. Information from training evaluations is disseminated to principals to plan and implement follow-up training.	April 1998

### FISCAL IMPACT

Training could be planned and provided by district employees at no additional cost to the district.

### FINDING

The number of students attending CCISD summer schools increased in 1996-97. Specifically, enrollment in summer school for 1997 increased nearly 11 percent from 1996 and nearly 25 percent from 1995.

**Exhibit 2-10  
CCISD Summer School Enrollment  
1995, 1996, and 1997**

<b>Level/Program</b>	<b>1995</b>	<b>1996</b>	<b>Percent Increase (1995 to 1996)</b>	<b>1997</b>	<b>Percent Increase (1996 to 1997)</b>
Elementary	476	324	-32%	674	108%
Middle School	755	748	-1%	973	30%
High School	2,183	1,801	-17%	2,024	12%
Title I	308	407	32%	432	6%
Bilingual Education	82	115	40%	115	0%
<b>Total</b>	<b>3,804</b>	<b>3,395</b>	<b>-11%</b>	<b>4,218</b>	<b>24%</b>

*Source: CCISD Summer School Report.*

At the secondary level, students pay \$80 per course for summer school, while the district pays the cost of summer school at the elementary level. In addition, the federal Title I program pays 100 percent of all summer school costs for economically disadvantaged students. During 1997, summer school also served students who did not pass 100 percent of the academic standards. Summer school was restructured in 1996 so that students needed to attend school only until they had mastered the standards. In other words, a student failing two standards would attend summer school until completing those two standards. While the review team was unable to determine how many students attended 1997 summer school as a result of failing one or more academic standards, the significant increase in summer school attendance may be a result of the district requirement that students pass 100 percent of the academic standards.

**Recommendation 9:**

Reduce the number of summer school attendees by developing alternative methods to allow students to achieve academic standards during the school year.

The district should determine why summer school enrollment has increased, particularly at the elementary level. If it is determined that a significant number of students require work on academic standards, the district should look for low-cost, effective alternative methods for assisting students to achieve standards during the normal school year. These alternatives could include volunteer tutoring sessions during the school day or a mentoring program for students who need additional support.

Any teacher participation in before and after school programs should be purely voluntary.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Academics and the coordinator of Academic Standards gather information to determine why summer school enrollment increased during 1997.	October 1997
2. The director of Academics and the coordinator of Academic Standards develop two or more low-cost alternatives to summer school for students who fail one or more standards.	November 1997- December 1997

**FISCAL IMPACT**

The only cost information available from the district was the \$80 tuition charged to secondary students. Total costs are estimated to be significantly higher, but to be conservative, \$80 is used to project savings from lowering the number of students served in summer school. By reducing summer school enrollment by 10 percent of 1997 levels, CCISD should be able save \$33,680 (421 students at \$80 per student) annually. Actual savings could be much higher.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Reduce the number of summer school attendees.	\$33,680	\$33,680	\$33,680	\$33,680	\$33,680

### **FINDING**

Before the implementation of the academic standards, CCISD created a position called coordinator of Academic Standards. This position is responsible for "planning, developing, and implementation of the Pre-K-Grade 12 academic standards." Tasks include supervision and evaluation of school services consultants and support staff. The coordinator described one primary responsibility as documentation of complaints and questions about the academic standards. When a question or complaint reaches the coordinator, a response is given and recorded in a notebook.

The coordinator's other duties include supervising and evaluating Office of Academics consultants and support staff; overseeing the operations of the Living Materials Center and Curriculum Materials Center; and serving as an elected member of the district Ad Hoc Committee.

#### **Recommendation 10:**

Rewrite the job description for the coordinator of Academic Standards position and add additional responsibilities related to information management and training.

While the coordinator has many responsibilities, the district should redefine this position to include a greater, more systematic focus on information management related to the academic standards. The district should train the coordinator of Academic Standards to use a computer database that categorizes questions and complaints about the academic standards. Public feedback then can be quantified and analyzed. The coordinator could identify the most frequently mentioned concerns, prioritize issues, and respond efficiently and appropriately. For example, if many questions or complaints relate to grading policies, the administrator and staff development office could plan to respond to those issues

specifically. The information obtained should be used to guide staff development, program evaluation, and central administration policy decisions.

The coordinator also should work more closely with the director of Staff Development to coordinate, plan, and implement teacher training related to the academic standards.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of personnel and the director of Academics re-writes the job description for the position of coordinator of Academic Standards, including duties related to database development and implementation and data analysis.	October 1997
2. The coordinator of Academic Standards files monthly reports to the executive director of the department for Instruction and Special Programs related to questions, comments and concerns about the standards and training for teachers.	Monthly October 1997- May 1998

### **FISCAL IMPACT**

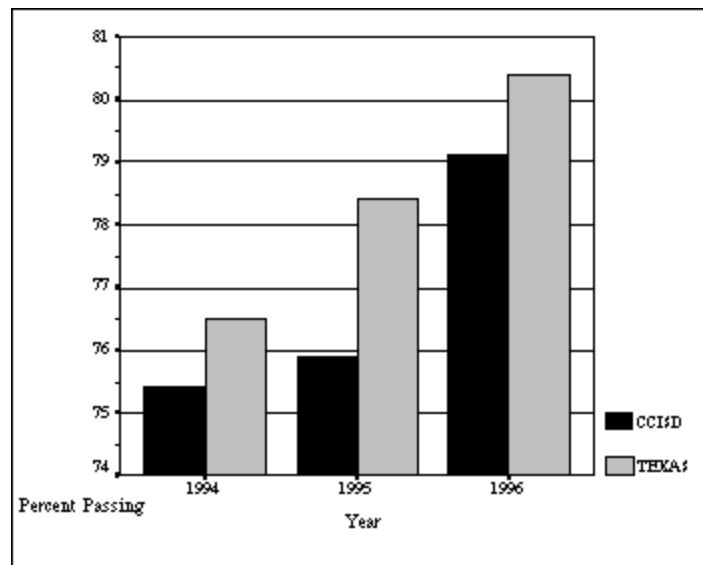
This recommendation could be accomplished with no additional cost to the district.

# Student Performance

## BACKGROUND

**Exhibits 2-11, 2-12, 2-13, and 2-14** compare percentages of students passing the TAAS reading, math, writing, and all tests in CCISD and the state from 1994 to 1996. CCISD's passing percentages were lower than the state average for all three years and in all four areas except writing in 1996.

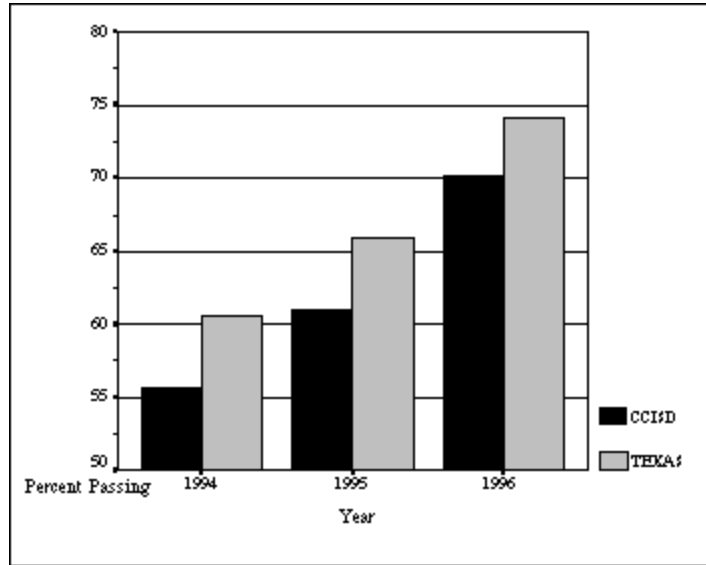
**Exhibit 2-11**  
**Student Reading Passing Rates**  
**Texas Assessment of Academic Skills**  
**Texas and CCISD**  
**1994, 1995, and 1996**



*Source: AEIS*

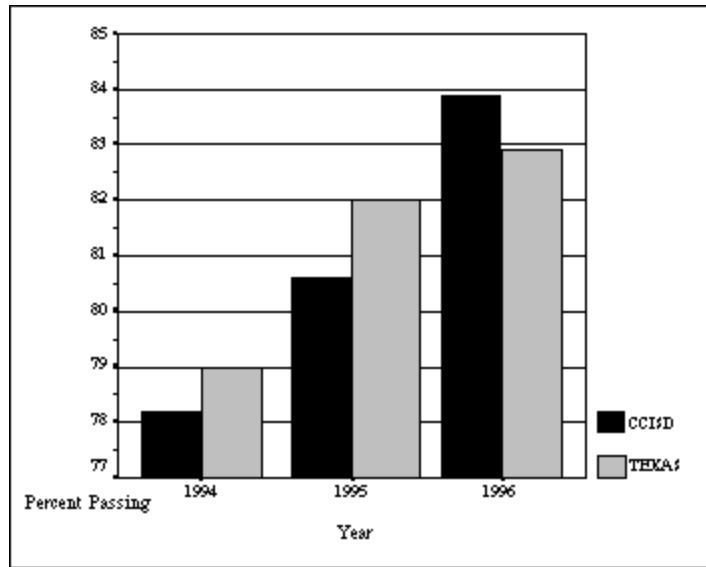
**Exhibit 2-12**  
**Student Math Passing Rates**  
**Texas Assessment of Academic Skills**  
**Texas and CCISD**  
**1994, 1995, and 1996**





Source: AEIS

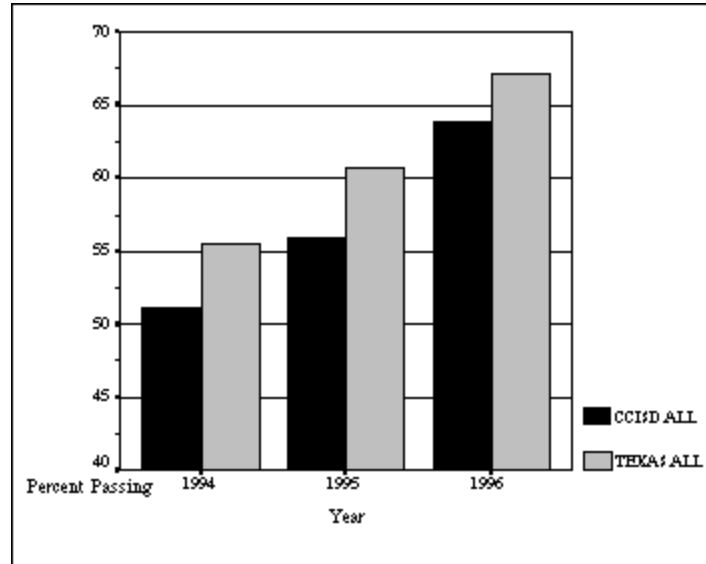
**Exhibit 2-13**  
**Student Writing Passing Rates**  
**Texas Assessment of Academic Skills**  
**Texas and CCISD**  
**1994, 1995, and 1996**



Source: AEIS

**Exhibit 2-14**  
**Student All Tests Passing Rates**  
**Texas Assessment of Academic Skills**

**Texas and CCISD  
1994, 1995, and 1996**



*Source: AEIS*

**Exhibit 2-15** shows the percentage of students in the state, CCISD overall, and CCISD at each grade level who passed the TAAS for 1993-94 through 1995-96. In 1996, more than half of CCISD's students passed in all areas and all grade levels except grade 8.

**Exhibit 2-15  
Passing Rates for Reading, Mathematics, Writing, and All Tests  
Texas Assessment of Academic Skills  
Texas and CCISD  
1994, 1995, and 1996**

TAAS Test	Percent Passing			Percent Change
	1994	1995	1996	
<b>Reading</b>				
Texas	76.5	78.4	80.4	+3.9
CCISD	75.4	75.2	79.1	3.7
Grade 3	81.2	81.5	81.5	+0.3
Grade 4	75.9	83.0	79.1	+3.2
Grade 5	79.5	80.3	83.4	+3.9

Grade 6	69.0	70.6	74.8	+5.8
Grade 7	71.2	73.0	80.0	+8.8
Grade 8	74.8	69.9	72.4	-2.4
Grade 10	76.3	72.6	83.2	+6.9
<b>Math</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	
Texas	60.5	65.9	74.2	+13.7
CCISD	55.6	60.9	70.2	+14.6
Grade 3	64.7	73.5	77.9	+13.2
Grade 4	57.7	75.6	77.9	+20.1
Grade 5	60.1	72.0	78.2	+18.1
Grade 6	53.2	53.9	73.2	+20.0
Grade 7	51.5	52.5	63.4	+11.9
Grade 8	62.8	46.7	60.0	-2.8
Grade 10	51.8	54.8	61.1	+9.3
<b>Writing</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	
Texas	79.0	82.0	82.9	+3.9
CCISD	78.2	80.6	83.9	+5.7
Grade 4	87.4	89.3	89.7	+2.3
Grade 8	62.8	67.3	74.5	+11.7
Grade 10	86.1	86.7	88.3	+2.2
<b>All Tests</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	
Texas	55.6	60.7	67.1	+11.5
CCISD	51.1	55.9	63.5	+12.4
Grade 3	60.7	68.6	71.9	+11.2
Grade 4	53.0	68.9	68.6	+15.6
Grade 5	57.2	66.2	72.7	+15.5
Grade 6	48.6	50.0	64.7	+16.1
Grade 7	48.6	49.1	60.1	+11.5

Grade 8	41.1	37.8	44.2	+3.1
Grade 10	48.3	48.0	56.9	+8.6

Source: Academic Excellence Indicator System (AEIS)

**Exhibits 2-16, 2-17, 2-18, and 2-19** compare CCISD TAAS passing rates for 1996 to Texas and nine peer districts. CCISD ranks seventh in all tests, sixth in reading, eighth in math, and second in writing.

**Exhibit 2-16**  
**All Tests Passing Rates**  
**Texas Assessment of Academic Skills**  
**CCISD, Texas, Peer Districts**  
**1996**

District	Percent Passing
McAllen	67.9
Northside	67.6
Texas	67.1
Ysleta	65.4
Aldine	64.4
Ector County	64.0
<b>Corpus Christi</b>	<b>63.5</b>
Pasadena	62.8
Laredo	53.9
Fort Worth	51.6
Brownsville	51.5

Source: AEIS

**Exhibit 2-17**  
**Reading Passing Rates**  
**Texas Assessment of Academic Skills**  
**CCISD, Texas, Peer Districts**  
**1996**

<b>District</b>	<b>Percent Passing</b>
Northside	83.3
McAllen	82.0
Texas	80.4
Ysleta	80.3
Aldine	79.7
<b>Corpus Christi</b>	<b>79.1</b>
Pasadena	77.1
Ector County	76.5
Brownsville	68.3
Fort Worth	68.2
Laredo	67.0

*Source: AEIS*

**Exhibit 2-18**  
**Math Passing Rates**  
**Texas Assessment of Academic Skills**  
**CCISD, Texas, Peer Districts**  
**1996**

<b>District</b>	<b>Percent Passing</b>
McAllen	75.4
Texas	74.2
Northside	74.0
Ysleta	73.7
Ector County	72.9
Aldine	72.0
Pasadena	71.6
<b>Corpus Christi</b>	<b>70.2</b>
Laredo	64.6

Brownsville	61.3
Fort Worth	59.3

*Source: AEIS*

**Exhibit 2-19**  
**Writing Passing Rates**  
**Texas Assessment of Academic Skills**  
**CCISD, Texas, Peer Districts**  
**1996**

<b>District</b>	<b>Percent Passing</b>
Northside	85.3
<b>Corpus Christi</b>	<b>83.9</b>
McAllen	83.0
Texas	82.9
Ysleta	82.5
Aldine	81.5
Pasadena	80.2
Ector County	79.1
Laredo	77.0
Fort Worth	73.0
Brownsville	70.2

*Source: AEIS*

**Exhibit 2-20** compares TAAS scores for CCISD students who are economically disadvantaged with scores for all students in the district. This comparison shows that, while economically disadvantaged students continue to trail the total student body, their passing rates are improving faster than those for all students.

**Exhibit 2-20**  
**Passing Rates for All Test Taken**  
**Texas Assessment of Academic Skills**  
**All Students and Economically Disadvantaged Students**  
**1993, 1994, 1995, and 1996**

<b>Group</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>
All Students	41.8	47.4	55.9	63.5
Economically Disadvantaged	29.0	35.9	45.1	53.7

*Source: AEIS*

**Exhibits 2-21, 2-22, 2-23, and 2-24** compare economically disadvantaged students' TAAS scores in CCISD to those in the nine peer districts and Texas as a whole. CCISD's economically disadvantaged students' passing rates for all tests tied for fifth out of the peer districts and Texas); in reading they ranked fifth, in math they ranked ninth, and in writing they ranked first.

**Exhibit 2-21**  
**All Tests Passing Rate for Economically Disadvantage Students**  
**Texas Assessment of Academic Skills**  
**CCISD, Texas, Peer Districts**  
**1996**

<b>District</b>	<b>Percent Passing</b>
Ysleta	61.8
Aldine	60.0
McAllen	58.9
Northside	53.9
<b>Corpus Christi</b>	<b>53.7</b>
Pasadena	53.7
Ector County	53.2
Laredo	53.2
Texas	52.5
Brownsville	48.6
Fort Worth	39.9

*Source: AEIS*

**Exhibit 2-22**  
**Reading Passing Rates for Economically Disadvantaged Students**

**Texas Assessment of Academic Skills  
CCISD, Texas, Peer Districts  
1996**

<b>District</b>	<b>Percent Passing</b>
Ysleta	76.2
Aldine	75.9
McAllen	74.6
Northside	72.5
<b>Corpus Christi</b>	<b>70.9</b>
Texas	68.4
Pasadena	68.3
Ector County	67.4
Laredo	66.4
Brownsville	65.5
Fort Worth	56.9

*Source: AEIS*

**Exhibit 2-23  
Math Passing Rates for Economically Disadvantaged Students  
Texas Assessment of Academic Skills  
CCISD, Texas, Peer Districts  
1996**

<b>District</b>	<b>Percent Passing</b>
Ysleta	71.9
McAllen	69.2
Aldine	69.1
Pasadena	65.0
Ector County	64.3
Laredo	64.1
Northside	62.9



Texas	62.3
<b>Corpus Christi</b>	<b>62.2</b>
Brownsville	59.0
Fort Worth	49.8

*Source: AEIS*

**Exhibit 2-24**  
**Writing Passing Rate for Economically Disadvantaged Students**  
**Texas Assessment of Academic Skills**  
**CCISD, Texas, Peer Districts**  
**1996**

<b>District</b>	<b>Percent Passing</b>
<b>Corpus Christi</b>	<b>78.9</b>
Ysleta	78.9
Aldine	78.2
McAllen	77.3
Northside	77.1
Laredo	76.4
Texas	72.9
Pasadena	72.3
Ector County	71.8
Brownsville	67.7
Fort Worth	63.1

*Source: AEIS*

**FINDING**

CCISD has taken several steps to provide academic assistance to economically disadvantaged students. First, eight schools have been designated as special emphasis schools; these eight, identified during the desegregation suit in 1979, are Martin Middle, Coles Elementary, Crossley Elementary, Los Encinos Elementary, Lozano Elementary, Oak Park Elementary, Shaw Elementary, and Zavala Elementary schools. An

additional eight schools are designated as target schools, including Cunningham Middle, Driscoll Middle, Wynn Seale Middle, Crockett Elementary, Evans Elementary, Lamar Elementary, Menger Elementary, and Travis Elementary schools. These schools are targeted for additional support because of their high incidence of low-income and minority students. Compensatory Education funds provide special staff, the Open Court Reading Program, staff development, and instructional materials. In addition, SES schools receive stipends for teachers, principals, and assistant principals and are provided with additional paraprofessionals. Finally, there are 23 elementary and middle schools in CCISD that are designated as Title I campuses. These schools have the highest numbers of students who are economically disadvantaged. Currently, Title I funds are used for instructional technology in these 23 schools.

### **COMMENDATION**

**CCISD has increased Texas Assessment of Academic Skills passing rates of their economically disadvantaged students by establishing special emphasis schools and target schools that receive special supports such as teacher stipends and additional staff.**

### **FINDING**

Another reason for improving TAAS scores is the district's Management Information and Operations Division, which tracks all student performance and prepares data for the state's Public Education Information Management System (PEIMS) and Academic Excellence Indicator System (AEIS). In addition, the office creates individual school progress profiles and analyses that report TAAS scores for the three previous years and project TAAS scores for the next two years. These projections are based on TAAS passing rates of the previous three years and involve a comparison between projected passing rates and the district's objective. The objective, in most cases, is for 90 percent of all students to score at the passing criterion of 70 or higher on each TAAS test. The analysis is completed for all areas tested, for different ethnic groups and for economically disadvantaged students, and is used by principals and teachers to adjust teaching techniques and curricula to address areas of identified weaknesses.

### **COMMENDATION**

**CCISD's system for tracking student performance collects, analyses, and makes projections about future student performance for each school and is an excellent resource for strategic planning.**

### **FINDING**

Lozano, Houston, and Lamar elementary schools are among CCISD's elementary schools with the highest percentage of economically disadvantaged students. Nevertheless, their TAAS scores consistently exceed the district average. These three schools share a core of interrelated characteristics that could be replicated by other schools. These characteristics, identified by the Charles A. Dana Center at the University of Texas at Austin and the STAR Center (Support for Texas Academic Renewal), are important for schools seeking innovative ways of meeting the needs of diverse student populations.

Each school has specific strengths developed largely through a collaborative effort including strong leadership from principals and assistant principals and a strong site-based management team. These schools have implemented the following specific strategies for improving performance among economically disadvantaged students:

- Frequent staff training
- Small class sizes
- Strong parent/school partnerships
- Successful grant-writing efforts by a school-based team
- Positive attitudes and relationships among principals and faculty

## **COMMENDATION**

**Lozano, Houston, and Lamar Elementary schools have done an excellent job identifying and implementing strategies designed to improve student performance with students who are economically disadvantaged.**

## **FINDING**

CCISD's middle schools have made gains in all areas of TAAS, although the smallest gains have been in mathematics. The district is implementing a middle school reform initiative that has been supported by a grant from the Edna McConnell Clark Foundation. CCISD applied for and received this planning grant in 1995-96; it has supported CCISD's efforts to ensure that 90 percent of its students in grade 8 master the performance standards of the academic standards by 2001. The plan developed and implemented by CCISD includes the following replicable practices:

- Staff development focused on thinking skills such as problem solving.
- A University Outreach Summer program for Hispanic and African-American middle school students.
- An initiative to improve mathematics achievement at all middle schools.

- An increase in community and parent involvement.

## COMMENDATION

**CCISD has taken a progressive approach to improving the performance of its middle school students by seeking and receiving external funding and implementing several middle school reform initiatives.**

## FINDING

Cunningham Middle School improved its TAAS mathematics passing rate by nearly 30 percent in one year. About 28 percent of Cunningham students passed the math TAAS in 1994-1995, while more than 58 percent passed in 1995-96. While the school's passing percentage is still lower than seven of the 10 middle schools, no other middle school has improved so dramatically.

The strong leadership of the principal and assistant principals at Cunningham Middle School and their dedication to improving the school have resulted in gains in test scores and fewer incidents of violence. These achievements have taken place despite considerable adversity; a gang-related shooting occurred across the street from Cunningham in 1996, and other incidents of violence. Cunningham administrators confiscated a full box of weapons during 1995-1996. Yet in 1996-1997, no serious incidents of violence occurred at Cunningham and gang leaders have told the principal that they have declared the school a "safe zone."

Beginning in August 1995 and continuing until the present, the administrators at Cunningham have implemented several strategies to increase achievement and safety, all of which can be replicated at other schools. The administrators:

- walk the neighborhood and meet the parents and family members of their students.
- have increased security by hiring a police officer in addition to CCISD security.
- have developed stronger relationships among students and staff by learning student names, meeting their families, and maintaining high visibility in the halls and in classrooms.
- have high expectations and repeatedly tell students that there is no excuse for failure.
- have provided alternatives to gang activity; a local lawyer donated money to start an after-school and summer martial arts program, begun initially with students at risk of dropping out of school and gifted students and now expanded to other students.

- have made a commitment to do whatever it takes to improve student performance and create a safe learning environment.

## **COMMENDATION**

**The principal and faculty at Cunningham have done an excellent job improving student performance and decreasing incidents of violence.**

## **FINDING**

All students should have safe schools. At Wynn Seale Middle School, student performance on the TAAS is still lower than the district average. However, school staff have taken important measures to make the school safer. Wynn Seale Middle School confronts a high level of gang activity and crime in a middle- to lower-income neighborhood. Wynn Seale was disestablished two years ago; Wynn Seale administration and teachers all were released from their assignments and CCISD started over to create a new magnet school for Fine Arts.

Wynn Seale staff also agreed to implement a dress code, which requires students to wear slacks or blue jeans and a solid shirt or T-shirt. Students must tuck in their shirts and wear a belt. The principal or assistant principal monitor classrooms and hallways. They know students by name and students speak respectfully to them. The principal at Wynn Seale also works with surrounding business owners to create a safe zone around the school. Community members watch out for students and report problems to police immediately.

## **COMMENDATION**

**Wynn Seale has shown leadership and initiative in creating a safe school.**

## **FINDING**

CCISD is piloting a mathematics curriculum called Connected Mathematics at Martin Middle School. This curriculum is innovative and correlated to the National Council for Teachers of Mathematics (NCTM) curriculum standards. The curriculum uses a problem-solving approach in which students make conjectures and support or refute them. The curriculum also uses hands-on instructional activities which help students make the connections from concrete to abstract concepts. Few districts in the state are piloting this curriculum.

## **COMMENDATION**

**CCISD is piloting an innovative mathematics curriculum correlated to national curriculum standards.**

**FINDING**

While CCISD generally has improved student performance on the TAAS, some areas still need improvement. **Exhibits 2-11** through **2-24** show that:

- The overall district and all district grade levels improved their TAAS passing rates in all but two areas from 1994 to 1996. The two passing percentages that dropped from 1994 to 1996 were grade 8 reading and grade 8 math.
- One-year improvements from 1995 to 1996 occurred at most levels and in most areas; however, grade 3 reading remained the same and grade 4 tests declined.
- The weakest academic area is mathematics, particularly in grades 7 through 10 and for economically disadvantaged students, although CCISD students are improving in this area.

In addition, **Exhibit 2-25** shows CCISD student performance on the Iowa Test of Basic Skills, an achievement measure which measures reading, mathematics, and language achievement for first and second grades. Overall, CCISD scores rank above the 50<sup>th</sup> percentile in all academic areas tested. They have made achievement gains in mathematics and language arts. The weakest area is reading, where scores stayed the same in grade 2 and lost ground in grade 1 from 1995 to 1996.

**Exhibit 2-25**  
**CCISD Iowa Test of Basic Skills (ITBS) Average Achievement Scores**  
**(grades 1 and 2)**  
**1994, 1995, 1996**

DISTRICT	READING	LANGUAGE ARTS	MATHEMATICS			
	Grade 1	Grade 2	Grade 1	Grade 2	Grade 1	Grade 2
1994	65	65	68	71	57	61
1995	69	65	72	73	63	65
1996	67	65	not available	75	69	70

*Source: Management Information System document-ITBS scores*

CCISD's *draft District Action Plan Evaluation Report* has few specific recommendations to improve TAAS performance, since each campus produces a *Campus Improvement Plan*.

**Recommendation 11:**

Develop and implement programs to improve elementary reading and mathematics test scores.

District trends in TAAS performance should enable the district to write a districtwide strategic plan including specific strategies for improving elementary reading and math in all grades. Some suggestions for achieving this goal include: piloting a remedial reading program in selected schools; providing training in a summer institute; and creating an elementary math-science magnet school.

**IMPLEMENTATION STRATEGY AND TIMELINE:**

1. The superintendent sets a goal of raising students' TAAS scores in reading, and Iowa Test of Basic Skills in reading above the state.	October 1997
2. Principals review and select an elementary remedial reading program to pilot at selected schools for two years. Schools whose passing rates are lower than 50 percent in reading in 1997 are targeted for use of this remedial reading program.	October 1997
3. At least one teacher from each targeted elementary campus receives training and materials in the reading program. Programs that are used and have had success in other Texas districts include:  <i>Project READ</i>  <i>Reading Recovery</i>  <i>The National Reading Styles Institute Program.</i>	October 1997-May 1998
4. Targeted schools begin piloting the selected remedial reading program.	November 1997
5. The assistant superintendent for Instruction compares 1998 scores to 1997 scores to ascertain progress.	May 1998
6. The assistant superintendent for Instruction compares 1999 scores to 1998 scores to ascertain progress.	May 1999

**FISCAL IMPACT**

Most programs of this type require five days of initial training and two to three days of additional training throughout the year. For example, the Region II Educational Service Center offers training in *Project READ* and several other remedial programs. Its costs for ten people would include: Substitute pay at \$50 per day for 8 days = \$4,000, 10 sets of materials at \$100 each, training registration fees would depend on the program selected but an example would be the *Project READ* program that costs \$600 per person for 7 days of training.

The training can be provided by the Education Service Center in Corpus Christi, so no travel expenses would be necessary.

If the program is successful, CCISD could seek additional sources of revenue (the state offers Innovative Education Grants for schools with low TAAS scores) and expand it the second year.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Implement programs to increase selected test scores.	(\$11,000)	(\$11,000)	(\$11,000)	(\$11,000)	(\$11,000)

## **FINDING**

TAAS passing rates of students in each school compared to the state average and peer districts at each grade level in mathematics are provided in Appendix E.

In CCISD, the TAAS data in math for 1995-96 yielded these findings.

*Among elementary schools:*

- (1) Students in 19 of 39 elementary schools had lower passing rates than the state average at grades 3, 4, and 5.
- (2) Students in two elementary schools had lower passing rates than the state average at grades 4 and 5.
- (3) Students in 17 elementary schools had higher passing rates than the state average at grades 3, 4, and 5.

*Among middle schools:*

- (1) Students in seven of 12 middle schools had lower passing rates than the state average at grades 6, 7, and 8.



(2) Students in two middle schools had lower passing rates than the state average at grades 6 and 7;

(3) Students in two middle schools had lower passing rates than the state average at grade 8; and

(4) Students in one middle school had higher passing rates than the state average at grades 6, 7, and 8.

*Among high schools:*

(1) Students in three of five high schools had lower passing rates than the state average at grade 10, and

(2) Students in two high schools had higher passing rates than the state average at grade 10.

*For CCISD in general:*

(1) Students in elementary schools score lower than the state average.

(2) Students in middle school generally score lower than the state average.

(3) Students in three of the five high schools score below the state average.

*Among peer districts and the state:*

(1) Students in CCISD score below the majority of the peer districts and the state average in passing rates for mathematics at most grade levels. Third and tenth grade students are the exception.

(2) Scores for students in grades 6 and 8 are of particular concern, since only three peer districts have lower passing rates; six peer districts and the state average have higher passing rates.

Although student math scores average below those of the state and many peer districts, CCISD does not have a summer institute for remediation in math. Instead, summer school programming focuses generally on students who have not passed all of the academic standards.

**Recommendation 12:**

### **Establish a summer mathematics institute.**

CCISD should use the NCTM *Standards*, which emphasize problem-solving and connections between mathematics and other disciplines and students' lives, to create a meaningful, engaged curriculum.

CCISD should locate models that include math, science, and technology in integrated units of instruction. Resources include: the video series *Schools That Work: The Research Advantage, Part 2: Children as Problem Solvers*, from NCTM; Regional Educational Laboratories, North Central Regional Education Laboratory, Northeast and Islands Regional Laboratory, Southwest Educational Development Laboratory, Regional Alliance Hub for Mathematics and Science Education Reform, the Eisenhower National Clearinghouse, Explorer, funded by the US Department of Education, offering information about math and science software programs, CDs, and print material; the Mathematical Association of America, the National Center on Education and the Economy, San Diego City Board of Education Mathematics Standards for kindergarten to Geometry, Math/Science Education Departments in Texas A & M Corpus Christi, Vocational Department at Del Mar College.

After developing a new mathematics curriculum, the district should establish a summer math institute.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Academics and the school services consultants research mathematics curricula and effective practices in mathematics.	October 1997-March 1998
2. The director of Academics and the school services consultants either choose a commercially developed product and modify it to fit CCISD's needs or write a new mathematics curriculum.	April 1998-July 1998
3. District consultants and teachers receive training on the approved mathematics curriculum.	August 1998 and 1999
4. The assistant superintendent for Instruction pilots the approved curricula.	September 1998-May 1999
5. The assistant superintendent for Instruction develops and implements a four-week summer institute for students who are deficient in mathematics.	January 1999-August 1999
6. The director of Information Management and Operations and the director of Academics develop and implement a program	September 1998-May

evaluation component for the approved mathematics curriculum.	2000
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### **FISCAL IMPACT**

The math curriculum can be modified with no additional cost to the district. The summer institute, provided for 200 students, would require hiring ten teachers (based on a summer school rate of \$13.30/hour and a total of 2,500 hours), and one principal (based on a summer school rate of \$15.48/hour and a total of 50 hours). Since the summer math institute would not begin until Summer 1999, costs are not shown for 1997-98.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Establish a summer math institute.	\$0	(\$34,000)	(\$34,000)	(\$34,000)	(\$34,000)

### **FINDING**

CCISD has two secondary magnet schools for fine arts and technology, as well as Windsor Park, an elementary school with a special program for gifted and talented students, and Chula Vista, an elementary fine arts magnet school. In addition to its magnet programs, the district allows schools to seek designation as specialization schools, which are allowed to accept transfer students from within the district.

In the 1996-97 school year, Yeager Elementary was designated as a specialization school for science and math. Yeager has used grant money and community donations from local businesses with a math or science emphasis to help fund its program. In 1996-97, Yeager ranked second in math among CCISD's 39 elementary schools (second only to Windsor Park).

Yeager Elementary also was recognized by *Texas Monthly* in their 1996-97 list of "Best Schools in Texas." It was the only "neighborhood" school (not a magnet) to be so recognized. Yeager's principal and staff have a grant-writing team that has won the school grants to support its science and special education programs. Because of a declining school-aged population in its immediate neighborhood, Yeager has also welcomed special education students.

### **Recommendation 13:**

Designate Yeager Elementary School as an elementary magnet school for math and science.

This would encourage children throughout the district to improve in the area of math and raise expectations for the whole district.

District management should allow Yeager's principal and staff to select training to improve their math and science programs, and seek additional grant money for materials in 1998-1990. The district should require Yeager's principal and faculty to share information with and provide training for other elementary schools that have lower than average math scores.

**IMPLEMENTATION STRATEGY AND TIMELINE:**

1. CCISD's superintendent designates Yeager Elementary as an elementary magnet school for math and science, beginning in January 1998.	October 1997
2. The principal and staff at Yeager, with support from the executive director for Instruction and Special Programs, develop guidelines for student enrollment and policies for attendance and grading.	October 1997
3. The district seeks initial grant that pays for materials, in-service training and substitutes.	October 1997
4. Yeager begins to receive students in its Magnet Program.	January 1998
5. Yeager faculty begin training with other elementary schools as requested.	September 1998

**FISCAL IMPACT**

This recommendation can be implemented with no additional cost to the district. Any additional costs for materials should be offset through grant funds.

**FINDING**

CCISD's Management Information and Operations division is in charge of program evaluation in addition to other numerous duties. The division consists of a director, an administrative officer and an assessment officer who oversee daily operations, with periodic assistance with data entry and retrieval from other district employees.

The director is responsible for handling all information as it relates to PEIMS, TAAS, and attendance; projecting student enrollment; establishing accountability for both the state and district; identifying gifted

and talented students; conducting program evaluations; and serving as a liaison with data processing.

The administrative officer is responsible for developing criterion-referenced tests based on the academic standards; pilot-testing new tests; giving workshops to schools on TAAS reports; developing TAAS reports; and serving as attendance officer. Before spring 1997, the administrative officer also served as the TAAS coordinator; however, with half of his time devoted to creating the academic standards tests, the assessment officer has now assumed this task.

The assessment officer also is responsible for overseeing end-of-course testing; developing TAAS reports and giving workshops to schools concerning these reports; coordinating Iowa Test of Basic Skills testing; and handling all special programming such as special education, gifted and talented and limited English proficiency. Since the state has released previous editions of the TAAS tests, many campuses conduct trial TAAS testing using the earlier editions and ask the Management Information and Operations division to provide them with a complete analysis of the results. For a campus to give a mock test, the administrative officer and the assessment officer must develop answer sheets, assist in the scoring, analyze the results, and write technical reports for the campus. In addition, all three individuals handle numerous phone calls from individual programs and campuses.

The division plans program evaluations a year in advance, but they only have enough staff to conduct evaluations that are required by law and selected district programs. This approach to program evaluation puts CCISD in a reactive mode; programs often are evaluated only when a problem occurs or an immediate need is identified. Many academic programs in CCISD are not evaluated regularly, and programs are continued or discontinued without real evidence of their effectiveness.

**Recommendation 14:**

Create a program evaluation specialist position in the Management Information and Operations division.

A program evaluation specialist should be in charge of all mandated program evaluations and should develop longitudinal evaluation procedures for each of the district's existing programs and establish criteria for assessing all future programs prior to implementation.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1 The assistant superintendent of Business and Administration	October 1997
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and the director of management information and operations advertise for the new position.	
2. The director, administrative officer, and assessment officer of the Management Information and Operations Division interview applicants and recommend a candidate.	January 1998
3. The program evaluation specialist selects a program evaluation model, develops a timeline for evaluating all of the district's academic programs, and begins to implement the process.	February 1998- Ongoing

### FISCAL IMPACT

The fiscal impact of this recommendation is based on an annual salary of \$45,000 plus 6 percent benefits beginning in January 1998 (8 months) two-thirds of salary.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Create position for program evaluations	(\$31,800)	(\$47,700)	(\$47,700)	(\$47,700)	(\$47,700)

### FINDING

State law establishes maximum class sizes in kindergarten through grade 4. Districts may obtain waivers from the requirement for one semester due to a lack of facilities or inability to hire additional teachers.

In interviews with the review team, CCISD staff said that the district's practice is to limit the number of students who can be placed in each core curricular class to 22 students in grades Pre-K through 4, 29 in grade 5, and 30 in grades 6 through 12. Core curricular classes are English, math, science, reading, and social studies.

To avoid hiring additional teachers, CCISD developed a stipend system to supplement the pay of teachers of larger classes. At the elementary grades, teachers are paid a stipend of \$10.56 per student per day for every student over the district limits. In high school, teachers are paid \$1.76 per period per student per day for every student over the maximum class size. Students must be in a class at least 10 days before a stipend becomes effective. These stipends are only available in core classes.

**Exhibit 2-26** shows the average secondary class size in all core academic areas for the state, CCISD, and its peer districts. CCISD is above the state average secondary class size in every academic area. In addition, it has the highest average secondary class size in comparison to its peers in

language, science, and English. CCISD has the second-highest average class size compared to its peers in social studies and mathematics.

**Exhibit 2-26**  
**State, CCISD And Peer Districts Average Secondary Class Size**  
**1995-96**

<b>DISTRICT</b>	<b>Language Arts</b>	<b>Social Studies</b>	<b>Science</b>	<b>Mathematics</b>	<b>English</b>
Corpus Christi	26.2	25.3	26.1	24.0	24.4
Pasadena	25.2	24.7	25.2	24.5	22.6
Ector County	25.0	25.1	23.8	24.0	23.7
Fort Worth	24.5	24.5	24.1	22.8	20.3
Northside	24.1	23.6	23.6	22.9	22.9
Ysleta	23.7	22.8	22.9	22.3	20.8
Laredo	22.7	22.9	23.2	23.2	22.2
State	22.1	22.8	21.9	21.0	21.0
McAllen	21.0	25.8	23.1	22.2	22.2
Aldine	20.3	22.6	21.2	21.7	21.5
Brownsville	20.0	21.4	19.6	20.8	17.4

*Source: Academic Excellence Indicator System (AEIS)*

**Exhibits 2-27** and **2-28** show the number of core courses (English, reading, math, science, and social studies) with 31 or more students in CCISD's middle and high schools.

**Exhibit 2-27**  
**Core Curricular Courses With 31 or More Students**  
**CCISD Middle Schools**  
**1996-97**

<b>Size</b>	<b>One Period Classes</b>	<b>Two Period Classes</b>		
<31	914	97%	239	99%
31	11	1.2%	0	0%

32	7	0.7%	0	0%
33	2	0.2%	1	0.4%
34	2	0.2%	1	0.4%
35	2	0.2%	0	0%
36	2	0.2%	0	0%
37	2	0.2%	0	0%
<b>TOTAL</b>	<b>942</b>		<b>241</b>	

Source: CCISD course load print-out

**Exhibit 2-28**  
**Core Curricular Courses With 31 or More Students**  
**CCISD High Schools**  
**1996-97**

Size	One Period Classes	Two Period Classes		
<31	918	95%	199	96%
31	16	1.7%	4	1.9%
32	11	1.1%	0	0%
33	11	1.1%	2	0.9%
34	3	0.3%	0	0%
35	2	0.2%	0	0%
36	0	0%	0	0%
37	0	0%	0	0%
38	1	0.1%	0	0%
39	1	0.1%	2	0.9%
<b>TOTAL</b>	<b>963</b>		<b>207</b>	

Source: CCISD course load print-out

Exhibit 2-29 lists classes with more than 30 students in the core curricular courses of English/reading, mathematics, science, and social studies for middle and high schools. This breakdown illustrates that mathematics and science have the most oversized classes.



While oversized classes in mathematics may represent a small percentage of total math classes available, oversized classes in mathematics is a concern given that CCISD students score below the state average on the Math TAAS at most grade levels.

**Exhibit 2-29**  
**Core Curricular Courses With 31 Student or More By Area**  
**Middle School and High School 1996-97**

<b>Core Curricular Area</b>	<b>Middle School</b>	<b>High School</b>
English/Reading	1 (2 period class)	10 (1 period class) 4 (2 period class)
Math	12 (1 period class)	17 (1 period class) 3 (2 period class)
Science	12 (1 period class)	19 (1 period class) 1 (2 period class)
Social Studies	1 (1 period class)	3 (1 period class) 1 (2 period class)

*Source: CCISD course load print-out*

Exhibit 2-30 shows CCISD's class size stipend expenditures for 1994 through 1997. While elementary grades do have some expenditures in this area, the problem is not as significant as in the secondary grades.

**Exhibit 2-30**  
**Over Class Size Expenditures 1994-95, 1995-96, and 1996-97**

<b>Year/Semester</b>	<b>Secondary</b>	<b>Elementary</b>	<b>Total</b>
1994-95 First Semester	\$79,313.68	\$1,837.44	\$81,151.12
1994-95 Second Semester	\$18,898.86	\$16,621.44	\$35,520.30
1994-95 Total	\$98,212.54	\$18,458.88	\$116,671.42
1995-96 First Semester	\$184,401.02	\$19,029.12	\$203,430.14
1995-96 Second Semester	\$12,099.80	\$27,403.20	\$39,503.00

1995-96 Total	\$196,500.82	\$46,432.32	\$242,933.14
1996-97 First Semester	\$85,689.51	\$33,907.86	\$119,597.37
1996-97 Second Semester (estimated)	\$20,000.00	\$20,000.00	\$40,000.00
1996-97 Total	\$105,689.51	\$53,907.86	\$159,597.37

*Source: Management Information Office*

**Recommendation 15:**

Reduce the number of oversized classes in secondary mathematics and science by hiring additional teachers.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Director of Personnel recruits and hires more teacher in mathematics and science at the secondary level.	October 1997- July 1998
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**FISCAL IMPACT**

The fiscal impact is based on hiring six new teachers at an average pay rate of \$33,932 plus 6 percent benefits or \$215,810.

CCISD paid about \$159,597 in stipends for oversize classes in 1996-97. Seventy-two percent of the oversized classes are in math and science; therefore, it is assumed that \$114,910 of the stipends go to teachers in math and science. Cost estimates assume implementation will begin during the Spring of 1998.

Reducing stipends by hiring teachers will cost a net of \$100,900 annually (\$215,810-\$114,910).

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Reduce the number of oversized classes in mathematics and science at the secondary level.	(\$50,400)	(\$100,900)	(\$100,900)	(\$100,900)	(\$100,900)

# Bilingual/ESL Programs

Bilingual /English as a Second Language (ESL) programs are mandated by federal and state laws. Bilingual/ESL programs are established to provide educational access to students whose first language is not English. Specifically, these programs are designed to assist limited English proficient (LEP) students in learning English. **Exhibit 2-31** lists the basic components of the Texas Education Code related to Bilingual Education/ESL programs in the areas of required programming; curriculum; and student identification, assessment and classification.

## **Exhibit 2-31**

### **The Texas Education Code and the Texas Administrative Code (TAC) as it Relates to Bilingual Education and English as a Second Language Programs**

<b>Component</b>	<b>Law</b>	<b>Contents</b>
Required Program	Texas Education Code 29.053	Each district with an enrollment of 20 or more students of limited English proficiency in any language classification in the same grade level shall offer a bilingual or special language program. Bilingual education must be offered to students in kindergarten through the elementary grades; bilingual education, instruction in English as a second language, or other transitional language instruction must be offered to students in post-elementary through grade 8; and instruction in English as a second language must be offered to students in grades 9 through 12.
Curriculum	Texas Education Code, 29.055	Bilingual education programs are full-time programs offering dual-language instruction, providing for both mastery of English language skills and basic skills in the native language of the students enrolled in the program. English as a second language programs are programs of intensive instruction in English offered by teachers trained in recognizing and dealing with language differences
Identification, Assessment, and Classification	Texas Education Code	Criteria for identification, assessment, and classification of LEP may include:

	29.056	<p>(1) Results from a home language survey (available in both English and the home language) designed to determine the language normally used in the home and the language normally used by students. (2) Results of a TEA-approved English language proficiency test administered to all students identified through the home survey as speaking another language other than English. Students in kindergarten and grade 1 are administered an oral language proficiency test and students in grades 2 through 12 are administered an oral and written language proficiency test. (3) Results of a TEA approved proficiency test in the primary language of the students identified by the English language proficiency test as LEP. This test's purpose is to determine the level of primary language proficiency.</p>
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*Source: Texas School Law Bulletin*

## **CURRENT SITUATION**

CCISD serves its LEP students through two programs, Bilingual Education and English as a Second Language. Bilingual Education is offered to LEP students speaking Spanish as their primary language in grades K-5, while ESL is offered to LEP students in grades 6-12; LEP students in grades K-5 whose parents refuse Bilingual Education services; and to LEP students in grades K-5 who speak a language other than Spanish.

In 1996-97, a home language survey was administered to students new to CCISD or previously enrolled but not surveyed. The survey in both English and Spanish, consisted of two questions: (1) What language is spoken in your home most of the time? (2) What language does your child speak most of the time? If parents responded with an answer of "English" to both these questions, no additional identification procedures took place.

Students in prekindergarten whose parents responded to either survey question with a language other than English were given the English Pre-Idea Proficiency Test (Pre-IPT). The score on the Pre-IPT determines both the classification of a student as LEP/non-LEP and the student's proficiency level in English.

Students in kindergarten and grade 1 who required additional assessment were given the English Idea Test (IPT-1). As in the case with the Pre-IPT, the score in the IPT-1 determined both the student's classification and proficiency level in English.

Students in grades 2 through 5 requiring additional assessment also were given the IPT-1. IPT-1 scores were used in conjunction with the Iowa Test of Basic Skills or the Comprehensive Test of Basic Skills (CTBS) to determine student's status as LEP. Students who scored below the 40th percentile rank on either the reading or language arts subtests of the ITBS or the CTBS were classified as LEP.

## **FINDING**

The U.S. Office of Bilingual Education and Minority Language Affairs (OBEMLA) administers programs authorized by Title VII of the Bilingual Education Act. OBEMLA funds several types of discretionary grants, some for direct instructional services by local school districts. In 1994-95, CCISD applied for and obtained a Title VII grant for \$160,000. This grant funded the Newcomers Center housed at Martin Middle School, a program for monolingual middle school students who speak a language other than English. For 1997-98 the district wrote a Title VII continuation grant in the category Program Enhancement Project Grants to continue funding the Newcomers Center. If awarded, this grant would be funded for two years.

The success rate of students in the Newcomer Center is high. During 1996-97 school year, 63 students were enrolled in the Newcomer Center program. Of these, 37 progressed to an intermediate level of English language proficiency and 18 of the remaining 26 made moderate gains. In addition, the principal at Martin Middle School, which houses the center, schedules Newcomer Center students to attend mathematics class with a teacher in the regular education program. Therefore, Newcomer Center students are exposed to other students and Martin Middle School assists in financing the center.

## **COMMENDATION**

**CCISD's Newcomer Center at Martin Middle School is successfully helping bilingual and ESL students become proficient in English.**

## **FINDING**

In 1997, the Department of Education's Office of Civil Rights (OCR) conducted a routine review of CCISD's Bilingual Education /ESL program. OCR identified a number of deficiencies in the program that could rise to the level of discrimination against LEP students if not

remedied promptly and appropriately. **Exhibit 2-32** lists OCR's findings, the district's action plan in response to the finding, and the due date of the district response.

**Exhibit 2-32  
OCR Finding, CCISD Response and Initial Deadline for Completion**

<b>OCR FINDING</b>	<b>CCISD Response</b>	<b>Deadline</b>
<i>Identification</i>		
Home Language Survey questions are not sufficiently broad for adequate identification.	Home Language Survey will be revised to include more questions.	June 30, 1997
<i>Assessment</i>		
Failure to assess the area of writing may not ensure that all Limited English Proficient students are identified in grades 2-5.	A writing assessment will be included in the initial assessment for Limited English Proficient students.	June 30, 1997
No districtwide, uniform supervised training on the administration of language proficiency tests.	Districtwide training will be conducted for campus personnel in the administration of assessment instruments.	Oct. 30, 1997
<i>Placement</i>		
No alternative language services for Limited English Proficient students whose parents deny services.	Campuses will develop Individual Language Development Plans for denied students.	Jan. 30, 1998
Limited English Proficient students placed in the Student Learning and Guidance Center or Teenage Mothers School not provided with an alternative language program (ALP).	Documentation will be gathered showing type of services and the number of qualified teachers delivering these services.	Oct. 30, 1997
<i>Program Design and Delivery</i>		
Limited English Proficient students often not receiving language assistance in core academic areas.	Remediation of academic deficiencies incurred by exited Limited English Proficient students.	Jan. 30, 1998

No English as a Second Language curriculum for elementary grades.	Bilingual Education/English as a Second Language curriculum will be developed and modified for grades 1 through 12.	June 30, 1997
<i>Exiting Limited English Proficient Students and Monitoring</i>		
Exiting procedures do not objectively address four language modalities (speaking, understanding, reading, and writing).	Use of language proficiency tests to ensure that students exiting the program can read, write, speak, and comprehend English.	Jan. 30, 1998
Many Limited English Proficient students are exited and reentered in CCISD's ALP program several times during their school career.	Close monitoring of exited Limited English Proficient students to determine if remediation of core subject deficiencies is needed.	Jan. 30, 1998
<i>Limited English Proficient Students with Disabilities</i>		
Assessment of language proficiency for students whose home language is other than English prior to assessment for special education does not include the four language modalities.	A current objective assessment of proficiency in English and in the primary home language of all students whose home language is other than English prior to or upon referral for special education.	Oct. 30, 1997
<i>Limited English Proficient Students and Special Programs</i>		
Notification of gifted/talented (G/T) program to parents provided only in English.	Provide information to Limited English Proficient parents about G/T program in language they understand.	Oct. 30, 1997
Assessment instruments for G/T program administered only in English.	Select assessment instruments for G/T that do not discriminate against Limited English Proficient students.	Oct. 30, 1997
<i>Staffing and Staff Development</i>		
Lack of qualified staff assigned to Bilingual Education and English as a Second Language	Current teachers fully endorsed by 1999-2000. New teachers trained and endorsed within four year	Oct. 30, 1997

programs (particularly at the secondary level).	period.	
Training for Bilingual Education /English as a Second Language teachers not consistent nor adequately tracked.	Annual training will be conducted for all bilingual/ESL, core subject area special education teachers and all administrators. Appropriate documentation will be kept.	June 30, 1998
Teacher aides not screened to ensure they can read, write, and speak both languages of instruction.	Assess teacher aides to determine if they have appropriate skills in speaking, reading, and writing both languages of instruction.	June 30, 1998
Lack of special education teachers who are bilingual.	An annual training program will be conducted for special education teachers on English as a Second Language methodologies.	June 30, 1998
<i>Program Evaluation</i>		
Lack of longitudinal evaluation regarding Limited English Proficient students progress or lack of progress.	Longitudinal program evaluation designed	Oct. 30 1997

*Source: OCR letter to superintendent (06965008); CCISD's response to OCR (April 14, 1997); CCISD Action Plan of the Services Delivery Program for Language Minority Children (March 24, 1997)*

The Bilingual Education/ESL program's action plan describes methods used to evaluate the Bilingual Education/ESL program. These include longitudinal studies and a review of curriculum, services delivery, materials and resources, staffing, training of teachers, and student progress.

**Exhibits 2-33** and **2-34** show the percentage of Hispanic students, LEP students, and Bilingual Education/ESL students for CCISD, the state, the peer districts, and the nine largest urban districts in Texas. CCISD ranks fifth in the percent of Hispanic students enrolled compared to peer districts and fourth in among to urban districts.

**Exhibit 2-33**  
**CCISD, Texas, and Peer Districts Percent Of Hispanic Students,**  
**Percent Of LEP Students, and Bilingual Education/ESL Students**  
**1995-96**



<b>DISTRICT</b>	<b>% HISPANIC</b>	<b>%LEP</b>	<b>%BE/ESL</b>
Laredo	98.1	55.6	51.4
Brownsville	96.7	47.1	39.5
McAllen	86.7	34.9	30.8
Ysleta	84.6	22.9	21.4
Pasadena	51.3	19.9	18.4
Aldine	40.4	18.7	16.8
Fort Worth	36.4	18.3	14.9
Ector County	48.8	15.5	12.5
Texas	36.7	12.8	11.3
<b>Corpus Christi</b>	<b>67.7</b>	<b>5.6</b>	<b>5.0</b>
Northside	50.0	4.7	3.7

Source: AEIS

**Exhibit 2-34**  
**Percent Bilingual (BE)/English as a Second Language (ESL) Students**  
**in**  
**CCISD, Texas and Nine Urban School Districts**

<b>District</b>	<b>% HISPANIC</b>	<b>%LEP</b>	<b>% BE/ESL</b>
McAllen	86.7	34.9	30.8
El Paso	75.6	30.5	24.3
Dallas	43.4	27.5	26.2
Houston	50.8	27.2	23.3
Fort Worth	36.4	18.3	18.4
San Antonio	83.1	16.3	13.6
Austin	40.3	13.8	11.8
Texas	36.7	12.8	11.3
<b>Corpus Christi</b>	<b>67.7</b>	<b>5.6</b>	<b>5.0</b>
Northside	50.0	4.7	3.7

Lubbock	39.1	4.0	2.7
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Source: AEIS

CCISD has a relatively low percentage of students identified as limited English proficient (LEP) and those enrolled in Bilingual Education/ESL programs compared to peers and urban districts. Yet a review of the 1990 Census information indicates that about half of the Corpus Christi population speak a language other than English at home.

Identification of LEP students begins with screening all students to identify those who come from a language background other than English. This is a critical step since children not identified receive no additional assessment. As already noted, CCISD's Home Language Survey is limited to two questions, one asking the language spoken in the home most of the time and the other asking the language spoken by the child most of the time. These two questions are not sufficient to screen LEP students since the presence of only one person in the home speaking a language other than English can influence a child's language-use patterns.

CCISD's response to the OCR monitoring visit includes four items that will be included on their revised Home Language Survey. These four items pertain to whether a student: "1) first learned a language other than English, 2) can speak or understand a language other than English (unless learned in the academic setting), 3) lives with someone who speaks a language other than English, and 4) has a parent or guardian who requests or requires to communicate with the District in a language other than English (CCISD response to the OCR, April 14, 1997)." While these additional items are excellent, there are still no procedures in place for obtaining information from parents who may be nonliterate or speak a language other than English or Spanish.

**Recommendation 16:**

Develop a detailed long-range strategic plan to modify the identification, assessment, and classification of all LEP students.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The coordinator of bilingual ESL reviews and evaluates the current action plan to meet the requirements of the OCR recommendations.	October 1997-December 1997
2. The coordinator of bilingual education/ESL and the director of Management Information and Operations presents suggested	October 1997-December

modifications to the executive director of Instruction and Special Programs.	1997
3. The Division of Instruction and Operations along with experts in bilingual/ESL develop a long-range strategic plan to improve the bilingual education/ESL program.	October 1997-December 1997
4. The coordinator of Bilingual/ESL reviews other home surveys and best practices in bilingual education.	October 1997-December 1997
5. The coordinator of Bilingual/ESL redesigns the Home Survey.	January 1998-April 1998

### **FISCAL IMPACT**

This recommendation can be accomplished with existing resources.

### **FINDING**

An additional OCR finding indicated that many of CCISD's special education teachers who serve LEP students with disabilities only speak English. CCISD pledged that by June 30, 1998, special education teachers will be trained in classroom techniques and methodologies for second language learners. While this response addresses one facet of the problem, it does not take into consideration the high incidence of monolingual English speaking special education teachers.

CCISD has 418 special education students who are also LEP (18.6 percent of all LEP students). Three hundred forty or 93 percent of these students are being served in alternative language programs. CCISD has 48 monolingual English-speaking special education teachers who provide services to LEP students with disabilities; 29 of these teachers have paraprofessionals assigned to them, but only 15 paraprofessionals speak Spanish.

### **Recommendation 17:**

Recruit additional special education-certified bilingual teachers to fill existing positions.

To attract teachers to this program, teachers who have special education certification and are bilingual and who serve LEP students with disabilities should be paid an annual stipend of \$500. CCISD should enter into a collaborative relationship with local universities (such as Corpus Christi University and Kingsville A&M University) to recruit these individuals or retrain existing teachers.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1. The coordinator of BE/ESL and the director of special education determines the number of additional bilingual certified special education teachers needed.	October 1997- December 1997
2. The coordinator of BE/ESL and the director of special education contact local universities and develop collaborative relationships with them. Stipends are offered to special education teachers meeting the criteria.	January 1998- April 1998

### FISCAL IMPACT

The estimate is based on a stipend of \$500 per year for 80 teachers in the first two years of implementation beginning in 1998-99; 90 teachers in the third year; and 100 teachers in the fourth year.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Increase the number of special education-certified/bilingual education teachers.	\$0	(\$40,000)	(\$40,000)	(\$45,000)	(\$50,000)

### FINDING

CCISD offers a program for students who are identified as gifted and talented. The Gifted and Talented (G/T) program consists of three levels: the NOVA program for students in Kindergarten, the Athena program for students in grades 1 through 8, and the Laureate program for students in grades 9 through 12. According to the OCR report, in 1996-97, CCISD's G/T program had only six students who are also classified as LEP; none of these were in the Athena program, which is a self-contained program offered on a separate campus.

CCISD's G/T program uses three standardized measures, and teacher and parental nominations, to identify students as gifted. The three standardized measures are the reading and math percentile rank on the Iowa Test of Basic Skills and the Otis-Lennon School Ability Test. While no definite number was available, district officials said they have tests in Spanish and administer them upon request.

Scores on these measures are compared to a cut-off score. For non-minority students, the cut-off is a 94th percentile rank; for minority students the cut-off is an 86th percentile rank. This procedure was

developed as a result of the court decision in the desegregation suit. While the differential in cut-off scores has assisted the district in establishing a more equitable program in terms of majority/minority enrollment, it has not benefited LEP students since all measures are typically administered in English.

**Recommendation 18:**

**Redesign identification procedures used for the gifted and talented program.**

New procedures should include: training for all regular education teachers on the characteristics of gifted LEP students and redesigning the teacher nomination form to allow for these characteristic, and including a nonverbal assessment instrument in the identification of G/T students.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The coordinator of bilingual education/ESL, the director of Academics, and the coordinator of Staff Development develop a short training video for regular education teachers on characteristics of gifted LEP students.	October 1997-December 1997
2. The director of management information and operations, the director of Academics, the principal of Windsor Park, and selected teachers and central administrators develop a new G/T identification plan that includes a nonverbal measure.	October 1997-February 1998
3. The Office of Management Information and Operations develops an evaluation plan for the new identification process.	July 1998-three years

**FISCAL IMPACT**

This recommendation could be accomplished with existing resources.

**FINDING**

One of OCR's major findings concerned the training of Bilingual Education /ESL program staff. Specifically, OCR stated that "The majority of the available training is optional and is not required for even the teachers participating in the alternative language program."

CCISD has not applied for or received a personnel training grant. There are some federal grants available that are designed specifically to increase the supply of teacher and educational personnel trained to serve LEP students.

Many of these grants are for districtwide programs offered through Region Education Service Centers. Often these grants can be used to pay for training of bilingual/ESL teachers, assessment personnel, and teacher assistants as well as core subject special education teachers, and administrators.

**Recommendation 19:**

**CCISD should seek out and apply for grants to assist in complying with OCR findings.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The coordinator of bilingual education/ESL researches available grants and decides which grant to seek.	October 1997- December 1997
2. The coordinator of bilingual education/ESL, with the assistance of other personnel in the Office of Grants and Special Programs, writes the grants.	January 1998- April 1998

**FISCAL IMPACT**

This recommendation could be accomplished with existing resources.

**FINDING**

One of OCR's recommendations concerns the training of Bilingual Education /ESL teachers. Over the last two years, the Office of Grants and Special Programs has offered training to the Bilingual Education teachers through a one-day Bilingual Education Conference. The second annual conference was held on November 23, 1996. The 1997 conference was aimed at elementary Bilingual Education/ESL teachers (Pre-K through grade 5) and the focus was on curriculum as it relates to the district's academic standards and classroom supplementary resource materials and activities.

CCISD's Office of Grants and Special Programs funds the conference. Most of the budget pays for teachers' stipends, however, a significant amount of time and energy is expended developing and planning the conference. With 17 school districts in and around CCISD, many of which are too small to develop programs of their own, there is an opportunity here for CCISD to share their knowledge with these districts and offset some of the expenses involved in the conference.

**Recommendation 20:**

Invite teachers from other districts to participate in CCISD's Bilingual Education conference.

Teachers from other districts should be charged for attending the conference. CCISD Bilingual Education /ESL teachers should be required to attend the conference.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The coordinator of bilingual education/ESL and the assistant superintendent of Business and Administration develops a method to charge teachers from other districts to attend the conference.	October 1997- December 1997
2. The Coordinator of Bilingual Education/ESL advertises the conference to attract other attendees.	March 1998- September 1998

**FISCAL IMPACT**

Based on an estimated fee of \$100 per teacher over and above the cost of materials provided, from other districts to attend the conference and an assumed 75 teachers attending, the district would net \$7,500 to offset the cost of planning and developing the conference.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Invite teachers from other districts to CCISD's Bilingual Education conference.	\$0	\$7,500	\$7,500	\$7,500	\$7,500

# Special Education and Dyslexia

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). In order to meet the requirements of IDEA, most school districts complete the following steps:

1. *Pre-referral intervention in regular education.* When a student experiences academic problems in regular education, intervention can and should occur to remediate the problems. If the strategies initiated in regular education do not result in improved achievement, a referral is made to special education.
2. *Referral to special education for evaluation.* Referring a student to special education means writing an official request supported by documentation. The referral information must include an explanation of steps that have been taken in regular education to try to remediate the student's problem prior to the referral.
3. *Comprehensive nondiscriminatory evaluation.* Once a student has been referred, the district must provide a comprehensive nondiscriminatory evaluation, commonly referred to as an assessment, within a prescribed amount of time.
4. *Initial placement through an Admission, Review, and Dismissal (ARD) committee meeting.* After the evaluation is complete, a meeting is held to discuss the results of the evaluation, decide if the student qualifies for special education services in one of 12 federal special education categories, and, if so, write a plan for the student's education.
5. *Provision of educational services and supports according to a written Individualized Education Plan.* The individualized education plan (IEP) developed by the ARD committee includes information about which classes the student will take, how much time will be spent in regular education, related service needs like speech therapy or counseling.



6. *Annual program review.* Each year after a student's initial qualification and placement, an ARD committee conducts a review to ensure the student's program is appropriate.

7. *Three year reevaluation.* Every three years, the student is again given a comprehensive individual assessment. Another ARD committee meeting is held to discuss the results of the reevaluation and determine if the student still qualifies for special education in the same category.

8. *Dismissal from the special education program.* If and when a student no longer meets special education eligibility criteria, he is dismissed from special education. This decision must be made by the ARD committee.

At every stage of the process and throughout a student's tenure in special education, state and federal guidelines must be followed. If students or parents disagree with aspects of evaluation, placement, or service delivery, they 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 the costs are high. Although the federal government requires specific special education services, its share of funding usually is less than 10 percent, with most costs paid from state and local funds.

## **CURRENT SITUATION**

CCISD has 5,357 students in special education, or about 12.9 percent of the district's total student population. CCISD's special education program is extensive, with a total annual budget in 1996-97 of almost \$17 million.

Parent satisfaction with CCISD's special education program is high. Of parents responding to the review team survey, 84 percent agreed or strongly agreed that the special education program does a good job educating their children. Most school administrators and teachers also are satisfied with the program. Sixty-seven percent agreed that the special education program does a good job.

The state's Academic Excellence Indicator System details each school district's enrollment of students in special education as a percentage of total student enrollment. **Exhibits 2-35** and **2-36** compare CCISD's special education enrollment to the nation, state, nine peer districts, and nine other

large urban districts in the state. For 1995-96, CCISD's percentage of students in special education is higher than the national and state figures. CCISD's percentage also is higher than eight of its nine peer districts and eight of the nine other large urban districts.

**Exhibit 2-35**  
**Percent Of Students Served In Special Education**  
**CCISD, United States, Texas, And Peer Districts**  
**1995-96**

<b>DISTRICT</b>	<b>PERCENT</b>
Northside	14.3
<b>Corpus Christi</b>	<b>12.9</b>
Aldine	11.5
<i>Texas</i>	<i>11.5</i>
Laredo	11.3
McAllen	11.3
Fort Worth	11.0
Ector County	10.6
Brownsville	10.0
<i>United States</i>	<i>7.7</i>
Ysleta	8.3
Pasadena	7.2

*Source: AEIS and Report to the Federal Government  
on the IDEA*

**Exhibit 2-36**  
**Percent Of Students Served In Special Education**  
**CCISD, United States, Texas, and Large Urban Districts**  
**1995-96**

<b>DISTRICT</b>	<b>PERCENT</b>
Northside	14.3
<b>Corpus Christi</b>	<b>12.9</b>

Lubbock	12.7
<b>Texas</b>	<b>11.5</b>
Austin	11.4
San Antonio	11.3
McAllen	11.3
Fort Worth	11.0
Houston	9.9
El Paso	8.7
Dallas	8.7
<b>United States</b>	<b>7.7</b>

*Source: AEIS and Report to the Federal Government*

*on the IDEA.*

**Exhibit 2-37** shows the percentage of students in education in CCISD by racial/ethnic group. The percentages are aligned very closely, which means that CCISD does not over represent any racial/ethnic group in special education.

**Exhibit 2-37**  
**CCISD Special Education Students by Ethnicity**

<b>Ethnicity</b>	<b>Percent in District</b>	<b>Percent of Special Education</b>
Hispanic	68	68.3
White	25	23.1
African-American	6	7.9
Other	1	<1

*Source: PEIMS*

IDEA has 12 categories of special education and students must qualify for services in at least one of the categories. **Exhibit 2-38** presents the percentage of students in the state and in CCISD in each of the categories. CCISD has slightly more students in the Learning Disability (LD) category than the state, and slightly fewer in the speech-language

impairment and emotional disturbance categories, but overall, CCISD's percentages are very close to the state percentages. There appears to be no overrepresentation in any one category of special education.

**Exhibit 2-38**  
**Special Education Students by Disability Category**  
**for Texas and CCISD**  
**1996-1997**

<b>Disability</b>	<b>Texas</b>	<b>CCISD</b>
Learning Disability	60.1	<b>61.2</b>
Speech Impairments	15.4	<b>12.8</b>
Emotional Disturbance	8.1	<b>7.3</b>
Other Health Impairments	5.8	<b>7.7</b>
Mental Retardation	5.6	<b>5.5</b>
Hearing Impairments	1.3	<b>&lt;1.0</b>
Orthopedic Impairments	1.2	<b>2.5</b>
Multiple Disabilities	0.8	<b>&lt;1.0</b>
Autism	0.6	<b>0.8</b>
Visual Impairments	0.5	<b>0.3</b>
Traumatic Brain Injury	0.1	<b>&lt;1.0</b>
Deaf-Blindness	0.1	<b>&lt;1.0</b>

*Source: PEIMS*

**FINDING**

CCISD's Mary Grett School is a state-of-the-art school for students with severe disabilities. The teachers and assistants at Mary Grett provide stimulating, closely monitored instruction in an atmosphere made inviting by a clean building, colorful decorations, and friendly staff. The principal and staff at Mary Grett have maintained positive relationships with parents and family members. The principal communicates often with family members who are welcome in the school. There have been few, if any, complaints from parents or advocates of students at Mary Grett.

In addition, two Mary Grett teachers have initiated a program for students with severe physical, sensory, and cognitive disabilities. Providing a

consistently high quality program for these students is challenging. The program at Mary Grett moves students from station to station in a large subdivided room. The program focus is on teaching individuals with severe disabilities to make choices, participate in activities to their maximum ability, and gain exposure to many types of learning.

## **COMMENDATION**

**The staff at Mary Grett has done an excellent job of creating a positive environment and maintaining positive communication with students' parents and families.**

## **FINDING**

From 1994 to 1996, the percentage of special education students in CCISD rose from 12.2 percent to 12.9 percent. However, the special education portion of CCISD's total budget over the same time period fell from 9.6 percent to 8.3 percent. According to the administrative officer in the Special Education Department who prepares the special education budget, providing legally required special education services to students with the budgeted funds has been extremely difficult.

An example of this budget pressure can be seen in the federal government's requirement that school districts set aside 25 percent of their federal special education funds for contingencies. Districts are allowed to use the money later in the fiscal year if it has not been spent, but the contingency fund is supposed to maintain a balance to meet unexpected expenses like unforeseen residential placements. As of spring 1997, only \$3,500 in federal funds remained in the set-aside account to begin the 1997-1998 school year. In addition, high legal expenses and increasing numbers of referrals to special education compound the budgetary pressures in special education. Since districts are required to maintain the same or a higher level of services from one year to the next to qualify for federal funds, the budget problem in special education is an important issue. According to the Executive Director for Instruction and Special Programs, CCISD has no strategic plan for special education, however elements are included in the district's improvement plan.

### **Recommendation 21:**

Develop and adopt a three-year strategic plan for special education that addresses fiscal issues and program improvement.

The strategic plan should include long- and short-term objectives and pragmatic approaches designed to promote integrated service delivery.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent, assistant superintendent for Instruction and Operations, the executive director for Instruction and Special Programs, and the special education director meet as a committee to discuss development of a strategic plan for special education.	October 1997
2. The assistant superintendent for Instruction and Operations guides a program evaluation that includes a review of the recommendations in this report.	October 1997
3. The executive director for Instruction and Special Programs reviews the program and gathers input from parents, students, community members, and all levels of regular and special educators in CCISD, from teaching assistant to superintendent.	November 1997- December 1997
4. The committee writes a three-year plan with one, two-, and three-year priorities in the areas of budget, staff development, assessment practices, service delivery, and collaboration with regular education.	January 1997
5. After presentation of the plan, the director of special education assigns tasks to other special education staff members, then meets regularly with them to monitor progress.	February 1997- May 2000

## FISCAL IMPACT

This recommendation can be accomplished with existing resources.

## FINDING

**Exhibit 2-39** shows that the number of referrals to special education in CCISD rose 45.6 percent from 1992-93 through 1996-1997.

**Exhibit 2-39  
Number Of CCISD Referrals To Special Education  
1992-93 Through 1996-97**

YEAR	NUMBER OF REFERRALS
1996-97	1,256
1995-96	1,102
1994-95	848
1993-94	814

1992-93	683
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*Source: CCISD Special Education Department*

In CCISD, referrals to special education are usually made either by parents or school personnel (usually regular education teachers). Fifty-five percent of referrals in 1996-1997 came from school personnel, 42 percent were initiated by parents and 3 percent came from private schools that are also able to refer students to the district for assessment and services. (**Exhibit 2-40**).

Although referrals in schools can come from regular education teachers, regular education administrators, special education teachers, special education administrators, counselors, or others, the majority of CCISD's referrals are initiated by regular education teachers and parents. Consequently, any strategies designed to address referrals to special education must involve parents and regular education teachers.

**Exhibit 2-40**  
**Special Education Referral Sources for CCISD**  
**1996-97**

<b>Secondary Campus</b>	<b>Regular Ed Teacher Referrals</b>		<b>Parent Referrals</b>		<b>Private School Referrals</b>	
Baker MS	5	31%	10	63%	1	6%
Browne MS	6	35%	11	65%	0	0%
Carroll HS	6	32%	13	68%	0	0%
Cullen MS	4	24%	12	71%	1	5%
Cunningham MS	13	81%	3	19%	0	0%
Driscoll MS	5	42%	7	58%	0	0%
Grant MS	5	28%	12	67%	1	6%
Haas MS	5	25%	15	75%	0	0%
Hamlin MS	9	33%	16	59%	2	7%
Kaffie MS	2	22%	13	87%	0	0%
King HS	19	49%	20	51%	0	0%
Martin MS	20	83%	4	17%	0	0%

Miller HS	1	14%	6	86%	0	0%
Moody HS	9	45%	11	55%	0	0%
Ray HS	10	31%	22	59%	0	0%
South Park MS	9	82%	2	18%	0	0%
Wynn Seale MS	18	67%	9	33%	0	0%
Allen	6	20%	24	80%	0	0%
Barnes	10	42%	13	54%	1	4%
Calk	11	61%	7	39%	0	0%
Carroll Lane	7	50%	7	50%	0	0%
Casa Linda	11	52%	10	48%	0	0%
Central Park	9	39%	14	61%	0	0%
Chula Vista	7	35%	11	65%	0	0%
Club Estates	6	35%	11	65%	0	0%
Coles	18	72%	5	20%	2	8%
Crockett	10	55%	8	45%	0	0%
Crossley	19	95%	1	5%	0	0%
Evans	12	57%	9	43%	0	0%
Fannin	21	84%	2	8%	2	8%
Galvan	5	28%	11	61%	2	11%
Garcia	15	68%	6	27%	1	5%
Gibson	17	74%	6	26%	0	0%
Houston	16	64%	7	28%	2	8%
Jones	17	49%	15	43%	3	9%
Kostoryz	10	56%	8	44%	0	0%
Lamar	20	69%	9	31%	0	0%
Lexington	19	70%	8	30%	0	0%
Los Encinos	20	80%	5	20%	0	0%
Lozano	19	100%	0	0%	0	0%



Meadowbrook	10	59%	7	41%	0	0%
Menger	19	66%	9	31%	1	3%
Montclair	13	62%	8	38%	0	0%
Moore	20	67%	7	23%	3	10%
Oak Park	24	67%	11	31%	1	3%
Prescott	8	53%	6	40%	1	7%
Sanders	17	81%	3	14%	1	5%
Schanen	10	36%	14	50%	4	14%
Shaw	12	92%	1	8%	0	0%
Smith	6	40%	9	60%	0	0%
Travis	21	70%	8	27%	1	3%
Wilson Robert	15	56%	9	33%	3	11%
Windsor Park	1	33%	2	67%	0	0%
Woodlawn	13	32%	27	66%	1	2%
Yeager	19	53%	15	42%	2	5%
Zavala	16	84%	3	16%	0	0%

*Source: CCISD Initial Evaluations, 1996-97*

The review team examined referrals by school to determine which schools in the district refer students to special education at the highest rates (**Exhibit 2-41**). Of the high schools, King High School had the highest percentage of referrals; among middle schools, Haas Middle School was highest; and among elementaries, Yeager had the highest percentage of referral.

**Exhibit 2-41  
Number and Percent of Referrals for CCISD Schools 1996-97**

<b>Campus</b>	<b>Enrollment</b>	<b>Number of Referrals</b>	<b>Percent of Referrals</b>
Haas MS	642	20	3.1
Wynn Seale MS	885	27	3.1
Cullen MS	569	17	3.0

Hamlin MS	899	27	3.0
Martin MS	858	24	2.8
Cunningham MS	739	16	2.2
Browne MS	779	16	2.1
Kaffie MS	772	15	1.9
Baker MS	866	16	1.8
Grant MS	1021	18	1.8
King HS	2261	39	1.7
Ray HS	2346	32	1.4
South Park MS	770	11	1.4
Driscoll MS	900	12	1.3
Moody HS	1855	20	1.1
Carroll HS	2841	19	0.6
Miller HS	1785	7	0.3
Yeager	422	36	8.5
Woodlawn	505	41	8.1
Lexington	342	27	7.9
Lamar	380	29	7.6
Allen	465	30	6.5
Los Encinos	391	25	6.4
Oak Park	576	36	6.3
Travis	475	30	6.3
Coles	427	25	5.9
Schanen	471	28	5.9
Evans	361	21	5.8
Menger	502	29	5.8
Central Park	428	23	5.4
Garcia	448	22	4.9

Casa Linda	441	21	4.8
Crossley	419	20	4.8
Sanders	445	21	4.7
Wilson Robert	618	27	4.4
Houston	585	25	4.3
Barnes	576	24	4.2
Fannin	592	25	4.2
Moore	716	30	4.2
Jones	862	35	4.1
Chula Vista	454	18	4.0
Lozano	474	19	4.0
Gibson	590	23	3.9
Crockett	492	18	3.7
Montclair	566	21	3.7
Calk	495	18	3.6
Prescott	415	15	3.6
Carroll Lane	408	14	3.4
Meadowbrook	521	17	3.3
Smith	474	15	3.2
Zavala	636	19	3.0
Shaw	441	13	2.9
Galvan	646	18	2.8
Kostoryz	638	18	2.8
Club Estates	688	17	2.5
Windsor Park		3	

*Source: CCISD Initial Evaluations, 1996-97*

While CCISD has a written policy on prereferral procedures each school should follow, it has no formally established prereferral intervention teams

on its campuses. Prereferral teams used in other districts generally consist of several faculty members, usually a regular education teacher, special education teacher, counselor, and/or administrator. In these districts, instead of making a referral to special education, a teacher can go to the pre-referral team to ask for help when a student is having academic difficulty. The team will suggest strategies and provide materials and support *before* the student is referred to special education.

Based on estimates from CCISD and two peer districts, the average cost of an initial evaluation and ARD committee meeting is \$523 per referral. CCISD had 1,256 referrals in 1996-1997, resulting in a total cost for basic evaluations and ARD meetings of \$656,688. In addition, some students' disabilities make them eligible for evaluations described in IDEA as "other necessary evaluations." These supplemental evaluations are required by federal law and performed as needed. They involve assessments by physicians, occupational therapists, speech language professionals, neuropsychologists, and other professionals. CCISD estimated the 1996-97 cost for these supplemental evaluations at \$19,700, resulting in a total expense to process initial referrals of \$676,688 (**Exhibit 2-42**).

**Exhibit 2-42**  
**Estimated Cost of a Basic Evaluation and Initial ARD**

Who	Hours	Cost
Diagnostician/psychological associate	4-12	\$125- \$282
Counselor	1-2	\$27-\$35
Principal	1	\$35-\$39
Teacher	1-5	\$76-\$117
Nurse	1/4-1	\$6-\$9
Clerical	1	\$8-\$9
Total cost of basic evaluation and ARD meeting		\$370- \$758
Average cost of basic evaluation and ARD meeting		\$523
1996-1997 total cost of CCISD's 1,256 basic evaluations and ARDs @ \$523		\$656,888
1996-1997 Total Cost of CCISD's "other necessary		\$19,700

evaluations"		
1996-1997 grand total: cost of basic evaluations and ARDs and other necessary evaluations for all initial referrals to special education		\$676,688

*Source: Survey of Special Education Directors/Supervisors in CCISD and Peer Districts*

**Recommendation 22:**

Establish pilot prereferral intervention teams at five schools with high rates of referral to special education.

The pilot should include three elementary, one middle, and one secondary school.

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, and expand the program to other schools.

The prereferral intervention program should emphasize early intervention, with efforts in elementary schools receiving priority.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The associate superintendent for Instruction and Operations, the executive director of Instruction and Special Programs, the director of school operations, and the vertical team leaders meet as a committee to draft a plan for developing and implementing a prereferral intervention plan.	October 1997
2. The committee gathers input from parents, teachers, principals, and special education staff.	November 1997
3. The committee targets five schools for participation in the pilot program.	November 1997
4. The staff development office works with principals to set up a training schedule during the schools' campus based in-service days for administrators, teachers, and parents from the five targeted schools.	November 1997
5. The director of Management Information develops a tracking and evaluation system to evaluate the effectiveness of the	November 1997

prereferral intervention program.	
6. Staff Development provides three days of training at each of the five pilot schools for principals, teachers, and parents.	January 1998- May 1998
7. Implement prereferral teams at first five schools.	August 1998
8. At the end of the first year, the office of management information evaluates the program and the determination is made whether to expand the program districtwide.	May 1999

### **FISCAL IMPACT**

This recommendation can be accomplished with existing funds.

### **FINDING**

CCISD diagnosticians and psychological associates spend an average of 12 hours completing each basic evaluation and attending placement ARD meetings. Principals have complained to the superintendent that these personnel sometimes take as long as one-and-a-half days to administer tests to one student.

The tests that CCISD uses for basic evaluations are common among special education programs. **Exhibit 2-43** lists the instruments that CCISD uses for basic evaluations. Each instrument is standardized, which means that the administration and scoring procedures are the same everywhere and should be followed by everyone who administers the test. The times suggested by the test publishers for administration and scoring also are presented.

#### **Exhibit 2-43 Evaluation Instruments\* and Time Required to Administer a Basic Evaluation**

<b>Evaluation Instrument</b>	<b>Time Required to Administer and Score</b>
The Test of Non-Verbal Intelligence (TONI)	1/2 Hour
The Weschler Intelligence Scale for Children (WISC) (either the WISC- Revised or the WISC-3)	1 Hour
The Woodcock-Johnson Achievement Test (WJAT)	1 - 1 1/2 Hours
The Wide Range Achievement Test (WRAT)	1 Hour

<b>TOTAL TIME</b>	<b>3 [Omega] - 4 Hours</b>
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*Source: Tests, PRO-ED Publishing Co.*

*\*Note: Additional evaluations are used as necessary for special situations.*

In addition to test administration, scoring, and interpretation, diagnosticians and psychological associates also must write a report explaining each evaluation and attend a student's ARD meeting to explain the results of their testing. The amount of time spent on these tasks varies from district to district. However, the Texas Educational Diagnostician Association (TEDA) recently completed a statewide survey of special education directors, diagnosticians, and principals. According to TEDA, the total time to complete the testing, write the report, and attend the admission ARD meeting for an initial referral averages about eight hours per student. This total may rise to 12 hours if an entire battery of tests for a severe disability is required. For re-evaluations, which must be conducted once a year, less time is needed, since the only academic testing required is completed by the special education teacher.

In CCISD, the average amount of time spent completing the entire referral to placement process is estimated at 12 hours. CCISD has no monitoring system or plan in place to ensure the productivity of the diagnostic staff. However, it is possible to monitor the productivity of evaluation personnel, and some of CCISD's peer districts do so. For example, the supervisor of diagnosticians and psychological associates in Brownsville ISD files a monthly report detailing each person's work load. Brownsville ISD suggests that each member of its assessment staff complete an average of four assessment per week or 144 per year, as well as performing other duties like attending ARD meetings. Brownsville ISD has had only one complaint filed related to its special education program in the last four years and it was not related to the evaluation and placement process.

OCR recommended that CCISD reevaluate approximately 200 LEP students during the 1997-1998 school year. According to the Coordinator of Psychological Services, OCR has stated that all LEP students should be tested in both English and their first language, regardless of their dominant language. In CCISD, fewer than half of the diagnosticians and psychological associates are bilingual and, presumably, many of these will be assigned to the reevaluations of LEP students. The Coordinator of Psychological Services has indicated that the present number of bilingual assessment personnel is insufficient to complete these re-evaluations while at the same time completing the expected number of evaluations related to initial referrals. Since more than two thirds (67.6 percent) of CCISD's student population is Hispanic and the IDEA requires non-discriminatory

testing for intelligence and academic achievement, the district is likely to be unable to meet legal requirements without additional bilingual assessment personnel.

**Recommendation 23:**

Implement a special education accountability system to monitor the productivity of assessment personnel.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of special education, coordinator of special education instruction programs, and coordinator of psychological services develop an accountability system to track the number of evaluations completed by each diagnostician and psychological associate each week.	October 1997
2. Diagnosticians document the number of evaluations completed and ARD meetings attended. They file a weekly report with the coordinator of special education instruction programs. Assessment personnel are required to complete an average of four evaluations per week or 144 per academic year.	Weekly
3. Assessment personnel report on the percentage of their evaluations that are (a) completed within the procedural timelines, (b) involve initial referrals, three year reevaluations, or LEP reevaluations.	Weekly
4. The coordinator of special education instruction programs randomly selects assessment reports for accuracy and thoroughness, according to federal and state guidelines.	Weekly

**FISCAL IMPACT**

If each of the 1,256 basic evaluations completed in 1996-1997 had required eight instead of 12 hours of time from assessment personnel, the total time saved would be 5,024 hours or 628 days. The average daily salary of a diagnostician in CCISD is \$176 plus \$10.56 (fringe benefits) = \$186.56. Using the diagnostic personnel more efficiently would save the district by limiting the number of additional staff necessary to handle the increasing number of referrals and allowing the district to discontinue some contracted services.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Implement a special education accountability	\$117,160	\$117,160	\$117,160	\$117,160	\$117,160



system.					
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## FINDING

CCISD receives almost \$750,000 per year in Medicaid payments through federal School Health and Related Services (SHARS) program. SHARS reimburses districts for services provided to students with disabilities who are eligible for Medicaid. 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 reimbursement after providing those services. The Texas Association of School Boards (TASB) provides a filing service to school districts, at a cost of \$1.50 per claim. TASB also has a tracking system called SMART that tracks Medicaid reimbursements by campus. Districts are permitted to file Medicaid claims on variable schedules; small districts often file monthly and larger districts often file quarterly. If a Medicaid claim is initially denied but the district believes the claim to be allowable, the district can resubmit the claim, correcting procedural errors or providing further information.

Since CCISD began participation in the program in 1994, Medicaid revenue has increased from \$83,521 to \$739,534. In interviews with the review team, the assistant superintendent for business and administration, director of special education, and coordinator of special education special projects all indicated that as of April 1997, CCISD has filed Medicaid claims only once per year, in the summer. In CCISD, all of the Medicaid claims and follow-up claims initially denied are filed by one part-time clerk who works in the summer and uses an old and cumbersome filing system. By filing only once per year, the district loses about \$13,866 in interest. If the school district filed quarterly, the district would receive \$184,883 a quarter ( $\$719,534/4$ ) which could be invested at 5 percent interest. Peer districts, including Northside and Brownsville, file Medicaid claims quarterly. These two districts also have efficient filing systems in place and efficient tracking procedures to follow up on claims.

In addition, the coordinator of special education special projects estimates that CCISD loses at least 5 percent of its eligible claims because it can not keep up with refilings after initial claims are denied. CCISD does not use TASB's SMART system to track Medicaid claims by campus.

Moreover, all of CCISD's Medicaid revenues go to the general operating fund. This is allowable, but the special education directors of many of CCISD's peer districts indicated that some or all of their Medicaid funds generated by special education services are included in the special education budget, not the general fund. Putting money generated through Medicaid reimbursement into other programs is a disincentive for special

education employees, who are responsible for maintaining the paperwork on these claims.

**Recommendation 24:**

Begin filing Medicaid claims quarterly, and create incentives for all schools to capture all eligible expenses.

To accomplish this recommendation, CCISD should change the part-time clerical position of the Medicaid clerk to a full-time position; update its Medicaid filing system and improve its tracking system for Medicaid claims; and implement the SMART monitoring system to track participation of individual schools.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. CCISD hires a full-time clerk to process Medicaid claims on an on-going basis.	October 1997
2. The coordinator for special education special projects gathers information from other school districts about their Medicaid filing procedures.	October 1997
3. The Medicaid clerk and the coordinator for special education special projects make site visits to exemplary districts to collect information and replicate their programs.	November 1997
4. The special education program purchases a new filing system and implements a claim filing and tracking system.	November 1997
5. The executive director for Instruction and Special Programs and the special education director develop an implementation plan for the SMART system.	November 1997
6. The coordinator for special education special projects monitors schools' participation and reports to the executive director. The executive director then meets with principals of schools who are not fully participating in the SHARS program.	January 1998 and monthly

**FISCAL IMPACT**

Filing Medicaid claims quarterly would generate about \$13,865 in additional interest income.

Increasing the successful Medicaid claim filings by 5 percent would result in \$37,500 in additional revenue. Total increased revenue is \$51,365 (\$13,866 in interest + \$37,500 in claims).

Replacing the part-time clerical position with a full-time, year-round clerical position will result in a salary/fringe increase of \$15,297 plus \$918 in benefits = \$16,215. Eliminating the part-time summer position would save \$66 a day plus \$4.00 in fringe benefits for 36 days, or \$2,520. Net cost is \$13,695, with 10 months salary estimated for 1997-98 (\$11,410).

According to the coordinator of special education special projects, the one-time cost of a new filing system is about \$15,000.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Improve the Medicaid Filing Process	\$24,955	\$37,670	\$37,670	\$37,670	\$37,670

## **FINDING**

Beginning in summer or fall 1997, a new Medicaid program, Administrative Outreach, will be available to districts, allowing staff to file claims for new categories of service like counseling and interpretation for deaf students. A consortium organized by LaPorte ISD has been formed and CCISD has expressed interest in joining. The associate superintendent in the division of Business and Administration and the special education coordinator for special programs estimate that this program could result in \$250,000-\$400,000 of additional annual revenue for CCISD should they decide to participate in the consortium. CCISD officials told the review team that they are interested in participating in this program, but have not taken steps to join the consortium.

### **Recommendation 25:**

Participate in the Medicaid Administrative Outreach program.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. CCISD begins to file for Medicaid through Administrative Outreach.	January 1998
2. The full-time clerk processes these Medicaid claims on an on-going basis.	On-going

## **FISCAL IMPACT**

The fiscal impact assumes that CCISD would not begin filing through the Administrative Outreach Program until January 1998 and that claims

would be low in the first year. The 1997-98 estimate assumes one-half year of claims, and half of the potential claims filed, on a first year payment of \$250,000. A 1 percent increase for each of next five years, is shown as the number of special education students increases.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Participate in the Administrative Outreach program.	\$62,500	\$252,500	\$255,025	\$257,575	\$260,151

**FINDING**

CCISD has more non-teaching support personnel than most of its peer districts. (Exhibit 2-44). Support personnel include consultants, program supervisors, and other employees who provide support for teachers and principals.

**Exhibit 2-44  
CCISD and Peer Districts Percent of Support Personnel**

<b>DISTRICT</b>	<b>%SUPPORT PERSONNEL</b>
McAllen	9.8
<b>Corpus Christi</b>	<b>9.7</b>
Ector County	7.6
Northside	7.6
Ysleta	7.6
Fort Worth	7.4
Brownsville	7.0
Pasadena	7.0
Laredo	6.8
State	6.5
Aldine	6.2

*Source: AEIS*

Many of CCISD's support personnel serve the special education program. CCISD's special education supervisors are called "consultants" but are actually employed by the district in a supervisory capacity. CCISD also has behavior specialists, support personnel who work directly with students labeled Seriously Emotionally Disturbed (ED) and their teachers. The review team surveyed CCISD's peer districts on the number of special education supervisors and behavior specialists. **Exhibit 2-45** suggests CCISD has an unusually high number of supervisors and behavior specialists.

**Exhibit 2-45**  
**CCISD and Peer School Districts**  
**Special Education Support Personnel**  
**1996-97**

<b>District</b>	<b>No. of Special Education (SE) Students</b>	<b>Special Education Supervisors</b>	<b>No. of SE students per SE Supervisors</b>	<b>Behavioral Specialists</b>
<b>Corpus Christi</b>	<b>5,357</b>	<b>11</b>	<b>487</b>	<b>5</b>
Aldine	5,193	6	866	0
Brownsville	4,026	7	575	0
Laredo	2,643	3 (4 part time)	528	0
McAllen	2,472	4 (3 part time)	618	0
Pasadena	2,888	6	481	0
Northside	8,227	3	2742	5

*Source: Telephone conversations with special education directors*

The roles and responsibilities of CCISD special education consultants overlap with those of other special education staff. Specifically, their job descriptions include student assessment responsibilities and the coordination and chairing of ARD meetings. Teachers and principals told the review team that each spring, when ARD meetings are frequent, the consultants have little or no time for other responsibilities, including teacher support. Activity logs confirmed this, and the coordinator of Special Education Instructional Programs concurred.

Neither federal nor state special education codes require supervisors to attend ARD meetings. These responsibilities can be assumed by regular and special education personnel and by diagnosticians and associate school psychologists. Consultants can limit their ARD attendance to problematic or sensitive issues.

Principals and central administrators also told the review team that the five behavior specialists are spread too thin to be effective. CCISD has 429 students labeled as emotionally disturbed (ED), so the ratio of consultants to ED students is 1:86.

Northside ISD has used a consultation model for the past five years. NISD's behavior consultants teach half-time and consult half-time. They rarely work one-on-one with students, but instead work with their teachers, providing materials and training; monitor the progress of the overall program; observe and write follow-up recommendations for teachers and administrators; and disseminate information to both regular and special education teachers.

**Recommendation 26:**

Rewrite job descriptions for special education consultants, diagnosticians, and behavior specialist.

Revisions should be based on the Northside ISD model. The revised job description should focus on instructional leadership, particularly improving special education students' academic achievement; collaboration with regular education to encourage the use of prereferral intervention teams; and enhanced monitoring and supervision described in the earlier recommendation. The diagnosticians' job descriptions should reflect their responsibility for conducting ARD meetings. The behavior specialists' job descriptions should include a shift from one-to-one service with students to training and support for regular education teachers.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The special education director works with the director of personnel to rewrite the job descriptions for consultants, diagnosticians, and behavior specialists.	October 1997
2. The special education director assigns responsibility for training and supervisors of the added responsibilities to the coordinator of special education instructional programs.	October 1997
3. The coordinator of special education visits Northside ISD to gather information about its behavior consultation program in order to	October 1997

replicate it in CCISD.	
4. The coordinator of special education meets with the special education consultants, diagnosticians, and behavior specialists to outline their new responsibilities.	October 1997
5. The coordinator of special education monitors performance of the consultants, diagnosticians, and behavior specialists in assuming their new responsibilities with a monthly meeting and random site visits to schools.	Monthly

**FISCAL IMPACT**

This recommendation could be implemented with no additional resources.

**FINDING**

Since September 1995, CCISD has received more than 40 complaints related to special education, as well as four additional cases carried over from 1994-1995. Responding to these complaints, defending the district's program, and participating in mediations and hearings has been extremely expensive and very time-consuming.

CCISD's legal fees for 1995-96 were \$246,356. For 1996-1997, the total spent was \$55,982, resulting in a two-year total of \$302,338. All of these costs are paid from local funds.

In addition to legal costs, response to complaints demands time and attention from three people in the Special Education Department. The coordinator of special education special projects told the review team that he spends much of his time attending ARD meetings, dealing with lawyers, communicating with teachers and administrators, and troubleshooting. For every complaint that requires documentation, a clerk must copy files, organize paperwork, and respond to requests for production. In addition, the district has hired a parent advocate, whose role is to maintain open lines of communication between the district and parents.

The number of complaints filed against CCISD is high. In contrast, Brownsville ISD, during the same two years, received only one special education complaint, and it was resolved in mediation without a court proceeding. Administrators told the review team that CCISD's high number of complaint filings is due in part to aggressive representation by Corpus Christi area attorneys who actively pursue special education cases. Regardless of the quality of the complaints, the district's special education program must defend itself against both procedural errors and dissatisfaction with the quality of educational services.

The special education program has taken several steps intended to address its difficulties with complaint filings and hearings. The coordinator of special education special projects participates in potentially difficult ARD meetings; acts as a liaison among teachers, principals, parents, and lawyers; and deals with challenging situations before they reach an impasse. The parent advocate, whose responsibilities include communicating with parents about placement and programming issues, also is having a positive impact. In addition, the special education program has instituted a checking system for procedural errors. The assistant director of special education checks a number of individual students folders each week to guarantee compliance with federal and state guidelines. Finally, the special education program has produced a two and one half hour video that provides training on legal requirements. These were made available to schools as of May 1997.

Some filed complaints have involved regular education personnel, including teachers, counselors, and principals. While some complaints relate to the quality of services, others are strictly procedural--someone, somewhere, failed to meet a timeline or follow a rule. For example, in one situation, a parent referred a child to special education and the school personnel failed to act on the referral because they did not believe it appropriate or necessary. Because the referral was ignored, the parents filed a complaint. This type of procedural violation is easily preventable if regular and special education staff receive training and if the district ensures administrative follow-up to hold everyone accountable.

CCISD has begun districtwide inservice training with two required sessions scheduled for 1997-98. The staff development catalog for 1997-1998 lists one half-day of training in August 1997 by the director of special education. While CCISD has increased special education training opportunities, the amount of available training is still limited.

**Recommendation 27:**

Conduct comprehensive, mandatory, districtwide training in special education rules, regulations, and procedures and one full day of inservice training on special education topics for each administrator and teacher.

Additional ongoing training should be implemented as part of the district's strategic plan for special education.

Training should be provided and attendance made mandatory for all teachers and administrators on topics including the characteristics of specific disabilities, effective teaching strategies, prereferral interventions, legal considerations with special education students, and effective relationships with parents.



Central administration must stress their support for this training and personal investment in its success.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of staff development, the executive director for Instruction and Special Programs, and the coordinator of special education instructional programs develop a list of training topics and resources to provide to each school in CCISD. The resource list should include names, contact information, and costs for independent consultants and Education Service Center personnel.	October 1997-February 1998
2. The assistant superintendent for Instruction and Operations mandates attendance at one full day of special education training for all administrators, teachers, paraprofessionals, and support personnel.	February 1998
3. The director of Personnel establishes a system to monitor and record employees' attendance at required special education in-service training each year.	February 1998-April 1998
4. The half day inservice in August 1997 counts as one half day of inservice for those who attend it.	April 1998
5. Campus teams select topics and schedule in-service training in special education at individual schools. All campus personnel are required to attend two half days or one whole day of training on topics approved by the training team.	September 1998

**FISCAL IMPACT**

CCISD schools are already required to have six days of inservice training, with four on individual campuses and two set aside for districtwide training. Devoting one of the days of training to special education should not increase costs.

***DYSLEXIA***

Dyslexia is defined by the Texas Education Code as "a disorder of constitutional origin manifested by a difficulty in learning to read, write, or spell despite conventional instruction, adequate intelligence, and sociocultural opportunity." According to the *National Conference for Learning Disabilities Report* (1997), the most common manifestation of dyslexia is difficulty with reading.

In Texas, students with dyslexia and related disorders may qualify for services under Section 504 of the Rehabilitation Act of 1973. This federal

law is designed to protect qualified persons with disabilities from discrimination in any program receiving federal funding. Under Section 504, reasonable modifications must be made if a person's disability interferes with normal functioning. Reasonable modifications in schools include modified assignments, extra time to complete work, individual testing, and other reasonable accommodations.

If a student has severe dyslexia and is unable to make adequate academic progress within a regular education environment, he can be referred to special education for possible identification with a specific learning disability. If he qualifies in the LD category, services must be provided under the Individuals with Disabilities Education Act (IDEA) just as for any other student in special education.

Texas also has provisions related to services for students who are dyslexic. According to 19 TAC SS74.28, school districts must provide:

- (1) appropriate identification procedures, including screening by trained professionals.
- (2) appropriate instructional services provided by a trained teacher using specific techniques.
- (3) notification of a student's parents or guardian before assessment.
- (4) information to parents about services.
- (5) a program for early identification and intervention.

In addition, districts may provide parent education programs.

## **FINDING**

Several CCISD parents have complained that the district's dyslexia program does not adequately identify students and provide appropriate services. At public forums held by the review team, several people mentioned problems related to identification and provision of services for students with dyslexia.

In 1996-97, CCISD served 25 students in its dyslexia program. The number of students served at each grade level varied from one student at ninth grade to six students at fourth grade. This is .06 percent of CCISD's 41,624 students. *The National Conference for Learning Disabilities Report* estimates that dyslexia affects at least one in five children in the United States. The National Institutes of Health estimates that at least 15 percent of the general population has dyslexia. By either of these two

estimates, either CCISD is extremely fortunate or it is failing to identify many students with dyslexia in the district. Of particular concern is the low number of students identified in the early grades, since reading remediation is most effective if begun early.

The identification process for students with dyslexia in CCISD begins with a parent, guardian, or teacher recommending the student for evaluation. The district then begins to gather historical data with the teacher completing a checklist provided by the Texas Scottish Rite Hospital for Children. The checklist provides a list of characteristics associated with dyslexia and related disorders for students displaying difficulty in reading, spelling, or writing.

A school committee generally comprised of a teacher, the principal, and the counselor meet with the parents to collect further data. The parent/guardian completes a questionnaire that includes questions regarding family history and behavior observations. The student is referred to appropriate school personnel for health screenings and speech and language screening. The counselor records data including achievement test scores, TAAS test scores, academic progress reports/grades, and reading inventory results, on the *Identification Of Student At Risk For Dyslexia* form. If the committee determines an IQ or further battery of tests are needed, the recommendation is made at this time. Both regular education and special education consultants work closely with parents and school staff during the identification cycle to ensure accurate identification of students.

The district provides one-on-one training for teachers of identified dyslexia students and workshops for all teachers. During fall 1996, staff from the Scottish Rite Hospital provided a workshop for the district. Each elementary, middle, and high school administrator sent a reading teacher/counselor/or dean of instruction to the workshop. Administrators from each school were invited to attend a half day workshop also provided by the Scottish Rite Hospital consultants. Screening and placement procedures, modification for regular classroom instruction, and identifications/screening were among the topics presented. In addition, district staff provided inservice to principals and counselors during their monthly meetings.

CCISD's educational services for students with dyslexia in grades 2-6 consist of a videotaped program from the Texas Scottish Rite Hospital for Children (TSRH). A dyslexic student can watch the videos at school during the day or at a designated dyslexia center after the school day. TSRH has 350 one-hour lessons designed for use over a two-year period. For students in grades 7-12, the TSRH Literacy Program is used. This is a

series of 160 videotaped one-hour lessons covering the core requirements of high school reading improvement courses.

The videotapes are CCISD's only programming for dyslexic students. Other districts provide tutorials, reading improvement classes, specialized computer instruction in reading and writing, audio tapes of textbooks, and individualized remedial instruction.

In addition to its limited services, CCISD does not have a process in place for regular monitoring and evaluation meetings with parents and teachers. These are basically the same as ARD meetings, except that the student is not qualified for special education services. Many districts hold these regularly.

**Recommendation 28:**

Develop and implement a long-range strategic plan for improving dyslexia program services.

This plan should emphasize coordination and integration with services already provided, like tutorials, computer-based instruction, and programs for at-risk students.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The executive director for Instruction and Special Programs, the director of Academics, the director of Psychological Services, and vertical team directors establish a task force to revise the dyslexia program. The task force includes parents, administrators, and teachers.	October 1997
2. The task force gathers information from the sources mentioned above related to programming and services.	October 1997-December 1997
3. The task force drafts a plan for revised educational services.	January 1998-April 1998
4. The executive director and the vertical team directors disseminate the plan to principals and teachers.	April 1998
5. CCISD implements the recommendations.	August 1998

**FISCAL IMPACT**

This recommendation would entail no additional cost to the district.

# Compensatory Education, Title I, and Dropout Prevention

Both the state and federal governments fund programs to assist students who perform poorly in school or who are at risk of dropping out of school. The state Foundation School Program provides state and local dollars for "at-risk" students in its Compensatory Education Program (CEP), while the federal government provides funding under Title I, Part A, of the Elementary and Secondary Education Act (ESEA). Both programs allot funds to school districts based on their numbers of economically disadvantaged students.

## CURRENT SITUATION

The district received \$9.6 million in state compensatory education funds and \$9.9 million in Title I funds during the 1996-97 academic year. In CCISD, these funds are primarily used in Title I schools.

## FINDING

In 1993-94, Miller High School established a Buccaneer Academy, a "school within a school" offering a cross-disciplinary curriculum to about 100 at-risk students per year. Buccaneer Academy students usually are at the highest risk of dropping out of school since most of them are parents, self-supporting, or come from low income backgrounds. The curriculum centers around projects with several of the essential elements and academic standards incorporated into each project. Students earn credits at their own pace, which is usually accelerated. Students attend class from 8:00 am to 1:00 p.m. The academy gives these students, many of whom are parents or self-supporting, an opportunity to earn a regular high school diploma rather than a GED in a flexible environment. **Exhibit 2-46** shows that academy enrollment has stayed relatively stable; the number of graduates increased while the number of withdrawals and dropouts decreased.

**Exhibit 2-46**  
**Buccaneer Academy Enrollment, Graduates, Withdrawals, and Dropouts**  
**1993-94 through 1995-96**

	1993-94	1994-95	1995-96
Enrollment	87	102	90

Graduates	0	9	17
Withdrawals	27	31	16
Dropouts	11	6	4

*Source: CCISD program evaluation of Buccaneer Academy*

The number of credits earned by students enrolled for less than 15 weeks has increased steadily in recent years and, in many cases, students earn at least one credit by 19 weeks of enrollment

**(Exhibit 2-47).** This is important since many at-risk students will drop out if they believe it is impossible to earn enough credits to graduate.

**Exhibit 2-47**  
**Buccaneer Academy Average Number of Credits Earned by Length of Enrollment**  
**1993-94 through 1995-96**

	<b>1993-94</b>	<b>1994-95</b>	<b>1995-96</b>
30 weeks+	1.7	4.7	2.6
19-29 weeks	0.6	2.2	1.4
15-18 weeks	0.1	1.2	0.9
<15 weeks	0.1	0.3	0.8

*Source: CCISD program evaluation of Buccaneer Academy*

Several components of Buccaneer Academy could be replicated in other school districts trying to implement effective dropout programs. These include the ability to earn a regular high school diploma rather than a General Equivalency Degree (GED); no failure based on attendance alone; flexibility, which allows students to enter the Academy at any point in time, rather than at the end of nine weeks, a semester, or a year; credits awarded according to attainment of specified performance and academic standards, enabling students to set specific, attainable goals within a flexible time; and an individual student profile (ISP) developed for each candidate entering the Buccaneer Academy. The ISP includes personal data, academic history, an individual academic plan, a course completion list, and project menus.

**COMMENDATION:**

**Buccaneer Academy assists at-risk students to stay in school and obtain a high school diploma.**

**FINDING**

CCISD's dropout rate rose from 1993 to 1995, while rates for the state and region fell. CCISD was above the state and regional percentages in 1995 (**Exhibit 2-48**).

**Exhibit 2-48  
CCISD, Region II, And The State Drop-out Rates  
1992-93 Through 1994-95**

<b>Year</b>	<b>CCISD</b>	<b>Region II</b>	<b>State</b>
1994-1995	2.6	2.1	1.8
1993-1994	2.2	1.1	2.6
1992-1993	2.5 (Method II)		2.8

*Sources: Academic Excellence Indicator System (AEIS)*

*Academic Excellence Indicator System Report, Volumes I and II, 1995-1996*

The 1994-95 dropout rates for CCISD minority students was 3 percent for African American students and 2.9 percent for Hispanic students, slightly higher than the 2.6 percent average for all students in the district and significantly higher than the 1.4 percent dropout rate for white students (**Exhibit 2-49**). However, when dropout rates for economically disadvantaged students and minority students are compared, the economically disadvantaged students' dropout rate is lower.

**Exhibit 2-49  
CCISD Drop-out Rates by Ethnicity  
1994-95**

<b>Category</b>	<b># Drop-outs</b>	<b># Students</b>	<b>Drop-out Rate</b>
All students	518	20,212	2.6%
African American	36	1,170	3.0%
Hispanic	402	13,632	2.9%
White	75	5,174	1.4%



Native American	2	71	2.8%
Asian/Pacific Islander	4	165	2.4%
Economically Disadvantaged	108	6,607	1.6%

*Source: CCISD school dropout summary report, 1994-95*

A recent national study reported that while both blacks and whites now have an 87 percent graduation rate from high school, only 57 percent of Hispanics finish high school. Since CCISD has a majority Hispanic student population, this issue is an important one for the district and the community.

Of the regular secondary schools, Miller High School and Moody High School have the highest dropout rates at 4.3 percent and 4.1 percent. Of the alternative programs, the Teenage Mother program has the highest dropout rate at 6.2 percent. In every regular school with African American students, their dropout rate exceeds that of all other students in that school.

**Recommendation 29:**

Expand Buccaneer Academy by offering two sessions, one in the morning and one in the afternoon so that more students can be served.

**IMPLEMENTATION STRATEGIES AND GUIDELINES**

1. The assistant superintendent for Instruction and Operations and the coordinator of Buccaneer Academy develop a plan to expand the academy for the 1998-99 school year.	October 1997-March 1998
2. The director of personnel either transfers teachers or hires four more teachers to Buccaneer Academy.	April 1998-July 1998

**FISCAL IMPACT**

The fiscal impact is based on hiring four new teachers at \$33,936 plus 6 percent in fringe benefits, for a total of \$35,972.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Expand Buccaneer Academy.	\$0	(\$143,888)	(\$143,888)	(\$143,888)	(\$143,888)

# Career and Technology Education

According to the Texas Education Code, Section 29.181, 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. To do this, districts must develop a relationship between education and regionally targeted occupations. In Corpus Christi, regional labor market information is provided by the Coastal Bend Workforce Development Board (CBWDB).

The population of the Coastal Bend region, in which Corpus Christi is situated, is changing. The region is growing faster than Texas or the nation and as of 1995, Hispanics comprised 55 percent of the region's total population. Within 30 years, Hispanics are expected to outnumber other ethnicities by at least two to one. Finally, fewer people in this region graduate from high school or receive a college education than in Texas or the nation.

Because of these trends, educators must ensure that they provide the necessary curriculum to produce a workforce that can support area economic growth. To accomplish this goal, educators must begin by examining the top industries in their region and emphasizing the connection between school and work. The Coastal Bend Workforce Development Board's list of top industries for this region include health services, including cardiovascular technicians, child care/guidance workers and general health and medical assistants; specialty trade contractors; education services; engineering; accounting services; business services; social services; auto repair; fabricated metals; trucking and warehousing; chemicals and allied products; petroleum and coal; and wholesale trade durable (industries that distribute or manufacture durable goods such as televisions, refrigerators, and computers).

## CURRENT SITUATION

CCISD's Career and Technology Education program is coordinated by the director of Career and Technology Education. During 1996-97, 107 classes were offered in all five high schools, 11 middle schools, and two alternative schools. **Exhibit 2-50** lists the schools, the number of classes offered at each school, and whether the class was a regular, cooperative (in which students spend half the day in the workforce and half at school), or a vocational exploration career and technology class, for the special education career and technology program. The 12 middle schools offer 15 career and technology classes, of which three are regular programs and 12 are special education programs. This is typical of school districts;

vocational exploration courses are offered on middle schools because they are mandated by law and most districts begin their more extensive career and technology education program in high school. Five CCISD courses are offered at two alternative schools. The other 87 are offered at the high schools.

**Exhibit 2-50**  
**Schools Offering Career and Technology Programs and**  
**Numbers and Types of Classes Offered**  
**1996-97**

<b>School</b>	<b>Total Classes</b>	<b>Regular Classes</b>	<b>Cooperative Classes</b>	<b>VEH Classes</b>
AHSC Alternative	4	1	3	0
Baker MS	1	0	0	1
Browne MS	1	0	0	1
Carroll HS	17	5	10	2
Cullen MS	1	0	0	1
Cunningham MS	2	0	0	2
Driscoll MS	2	1	0	1
Grant MS	1	0	0	1
Haas MS	1	0	0	1
Hamlin MS	1	0	0	1
Kaffie MS	1	0	0	1
King HS	13	7	4	2
Martin MS	1	0	0	1
Miller HS	16	7	7	2
Moody HS	22	13	6	3
Ray HS	19	13	4	2
South Park MS	1	1	0	0
TAMS Alternative	1	1	0	0

Wynn Seale MS	2	1	0	1
<b>TOTAL</b>	<b>107</b>	<b>50</b>	<b>34</b>	<b>23</b>

*Source: CCISD Career and Technology Education enrollment report*

**Exhibit 2-51** shows the enrollment of the five high schools, the percentage of students in relationship to the other high schools, and the number and percentages of career and technology classes offered in 1995-96 and 1996-97.

**Exhibit 2-51**  
**CCISD High Schools: Number and Percent of Students, Number and Percent Of Career and Technology Education Classes 1995-96 and 1996-97**

<b>High School</b>	<b>Total Enrollment 1996</b>	<b>Percent Enrollment 1996</b>	<b>Number Classes 1996</b>	<b>Percent Classes 1996</b>	<b>Number Classes 1997</b>	<b>Percent Classes 1997</b>
Carroll	2,841	26	18	20	17	20
King	2,261	20	13	15	13	15
Miller	1,785	16	15	17	16	18
Moody	1,855	17	22	25	22	25
Ray	2,346	21	20	23	19	22

*Sources: Pupil Education Information Management System*

*CCISD Career and Technology Education enrollment report*

**Exhibit 2-52** shows the different career and technology Classes offered on each of the five high school campuses.

**Exhibit 2-52**  
**Career and Technology Classes**  
**CCISD High Schools**  
**1996-97**

<b>Program Name</b>	<b>Carroll</b>	<b>King</b>	<b>Miller</b>	<b>Moody</b>	<b>Ray</b>	<b>Total Number and %</b>	
Home Economics	3	5	3	4	3	18	21%

Marketing Education	3	2	2	2	2	11	13%
Industrial Technology	3	1	2	1	3	10	11%
Business Computer Applications	1	0	1	1	3	6	7%
Office Administrative Sys.	1	1	1	1	1	5	6%
Business Office Services	1	0	1	1	1	4	5%
Health Occupations Education	0	0	0	4	0	4	5%
Computer Graphics	1	1	0	1	0	3	3%
Food Prod., Mgmt, and Services	0	0	1	1	1	3	3%
Hospitality Services	1	1	0	0	0	2	2%
Agricultural Services	2	0	0	0	0	2	2%
Building Maintenance	0	0	0	2	0	2	2%
Metal Trades	0	0	1	1	0	2	2%
General Mechanical Repair	0	1	0	0	1	2	2%
Law Enforcement	0	1	0	1	0	2	2%
Automotive Repair	0	0	2	0	0	2	2%
Educational Assistant	1	0	0	0	0	1	1%
Media Technology	0	0	1	0	0	1	1%
General Construction Trades	0	0	0	0	1	1	1%
Automotive Technician	0	0	1	0	0	1	1%
Electrical Trades	0	0	0	1	0	1	1%
Advertising Design	0	0	0	0	1	1	1%
Graphic Arts	0	0	0	0	1	1	1%
Horticulture	0	0	0	0	1	1	1%
Early Childhood	0	0	0	1	0	1	1%

Total Number of Programs	17	13	16	22	19	87	
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*Source: CCISD Career and Technology Education enrollment report*

## **FINDING**

**Exhibit 2-53** shows the top 10 Career and Technology education courses by enrollment in 1996-97, grades 7-12, in Texas. The Life Management Skills and Introductory Industrial Technology I courses are for students in grades 7 and 8.

### **Exhibit 2-53 Top 10 Career and Technology Courses by Enrollment in Texas 1996-97**

<b>Course</b>	<b>Percent of Enrollment of 10 Courses</b>
Microcomputer Application	23%
Keyboarding/Word Processing	17%
Comprehensive Home Economics	15%
Life Management Skills	9%
Introductory Industrial Technology I	8%
Business Computer Applications I	7%
Introduction to World Agriculture	6%
Food Science and Nutrition	5%
Career Investigation	5%
Parenting/Child Development	5%

*Source: TEA document*

CCISD's most frequently offered Career and Technology classes are home economics, marketing education, and industrial technology. These classes comprise 21 percent, 13 percent, and 11 percent, respectively, of CCISD's program offerings in Career and Technology Education. As described in CCISD's catalogue, home economics concerns concepts and skills related to family living, child development, clothing and textiles; marketing education teaches marketing functions and relationships and the marketing

processes for both goods and services; and industrial technology involves the impact of technology in drafting, photography, plastics, energy, and transportation.

Business computer applications is the fourth-most common program offered and comprises 7 percent of CCISD's program offerings. This program concerns concepts and skills related to computer applications.

By contrast, in Texas as a whole, the top two Career and Technology courses are microcomputer application and keyboarding/word processing.

While health services is the top industry in the Coastal Bend Region, CCISD's health occupations education program only comprises 5 percent of CCISD's program offerings. In addition, this program is offered at only one school, Moody High.

**Recommendation 30:**

**Analyze Career and Technology programs and remove outdated or obsolete offerings.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of career and technology education, a team of Career and Technology teachers, and the director of personnel examines the courses offered in the program to determine if teachers teaching outdated or obsolete courses can be redirected or retired.	October 1997-December 1997
2. The director of Career and Technology Education develops a plan to ensure the courses taught in the Career and Technology Education Program are in alignment with the top industries identified by the Coastal Bend Workforce Development Board.	January 1998-August 1998
3. The director of Career and Technology Education implements the plan.	September 1998-Ongoing
4. The Office of Management Information Systems conducts a program evaluation of the implemented plan.	September 1998-Ongoing

**FISCAL IMPACT**

This recommendation could be accomplished within the district's current budget.

**FINDING**

Career and technology teachers in cooperatives work 194 days a year, compared to 184 days for regular teachers. Each cooperative teacher supervises between 30 and 60 students and works additional days at the beginning of each school year to begin finding placements for students.

Two of the three vocational agriculture teachers work 226 days and the third works 197 days. The vocational agriculture teachers also work additional days at the beginning of each school year to take care of plants and animals.

Some extra days allotted to career and technology teachers and vocational agriculture teachers at the start of each school year may not be necessary. Many placements for career and technology students are available from year to year and animal care can easily be accomplished by nonprofessional personnel, reducing the extra time allotted to these teachers.

**Recommendation 31:**

Reduce the number of additional teacher work days for vocational cooperative and agricultural teachers and contract with a private firm to take care of animals and plants for the agriculture program.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Career and Technology Education reduces the number of early arrival days.	December 1997
2. The assistant superintendent of Business and Administration takes bids from companies who will provide animal and plant care.	January 1998- May 1998
3. The assistant superintendent of Business and Administration contracts with one or two companies to provide animal and plant care.	May 1998

**FISCAL IMPACT**

CCISD has 28 vocational cooperative teachers. The median daily rate of teachers who have a bachelor's degree is \$163.52. Reducing the number of days to five results in 140 days less to pay. This amounts to a savings of \$22,893 plus \$1,374 in fringe benefits.

The number of days reduced for the vocational agriculture teachers would be 97. Using the same daily rate as above, this would produce a savings of about \$15,861 plus \$952 in fringe benefits.



The cost of hiring a private company to take care of the animals and plants is estimated at \$5,000 annually.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Reduce the number of additional vocational teacher work days and contract with a private firm to take care of animals and plants for the agriculture program.	\$0	\$36,100	\$36,100	\$36,100	\$36,100

## **FINDING**

CCISD has worked closely with Del Mar college since 1994. In 1995-96, CCISD organized a task force to examine the possibility of developing a regional technical high school. This task force included 14 other districts, CCISD, and Del Mar College. After six to eight months, the other districts approached Del Mar about offering courses through Del Mar, both on- and off-site, rather than at CCISD. The original plan was to develop the high school at CCISD and the other districts said they would not get board or community support to send their students to school in CCISD. Del Mar suggested 32 possible courses, including courses in automotive repair and body, diesel, industrial machining, welding, air conditioning, building maintenance, electronics, process technology, health science, interpreting for the deaf, automated business office, business technology, computer information systems, criminal justice, and hospitality, travel, and tourism. CCISD decided to participate in only one of these programs because its director of Career and Technology Education said that its other programs duplicated CCISD offerings.

CCISD's Director of Career and Technology Education also said the cost of sending students to Del Mar was prohibitive because of a \$9,000 annual transportation cost for taking the students from their home campus to the college.

Currently, CCISD sends 15 students to Del Mar to participate in the process technology program and CCISD's director of Career and Technology Education said this costs \$22,000 for tuition and fees as well as transportation.

Under Texas Education Code, Section 42.155: "The cost of transporting career and technology education students from one school to another inside a district ... or to an approved post-secondary institution approved by the agency shall be reimbursed based on the number of actual miles

traveled times the district's official extracurricular travel per mile rate as set by the board of trustees and approved by the agency."

**Recommendation 32:**

Increase participation in Del Mar College's Career and Technology courses.

Partnering with Del Mar College will provide students with innovative, challenging courses designed to prepare them for future work and expose them to higher education, thereby increasing the likelihood that students will pursue a post-secondary education. CCISD and Del Mar College will benefit because it will no longer be necessary for both institutions to offer the same courses. By increasing participation in Del Mar College courses, the district can eliminate 10 Career and Technology teaching positions, but will be required to pay tuition, fees, and the cost of some equipment for the students enrolled in the program. Teaching positions should be eliminated through attrition or by placing teachers in other positions for which they are certified.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Career and Technology Education and the assistant superintendent of Instruction and Operations determines other Del Mar courses in which CCISD students can participate.	October 1997- November 1997
2. The director of Career and Technology Education contracts with Del Mar for courses.	December 1997-Ongoing

**FISCAL IMPACT**

By sending 600 students to Del Mar college for a one hour course, CCISD can eliminate 10 teaching positions through attrition at a savings of \$359,720 (\$35,972 average salary and benefits x 10) annually.

Sending 600 students to Del Mar would cost \$330,000 in transportation costs that will be reimbursed by the state, \$189,600 for tuition (600 X \$316 per 1 hour course) and \$6,000 (\$100 X 600) for tools, for a total cost of \$195,600.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Increase participation in	\$0	\$164,120	\$164,120	\$164,120	\$164,120

Del Mar College courses.					
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# Athletics

## CURRENT SITUATION

CCISD's athletic program provides for a wide range of sports participation by CCISD students. **Exhibit 2-54** lists the 12 middle school and 20 high school sports that are offered. According to the district's middle and high school *Athletic Participation Reports*, 8,325 middle and high school students participated in organized athletics during 1996-1997. This total is not a total of individual students participating, since some students participate in more than one sport.

**Exhibit 2-54**  
**Sports Offered in CCISD's Athletic Program by Gender and Level**  
**1996-1997**

Sport	Middle School Males	Middle School Females	High School Males	High School Females
Football	X		X	X
Cross Country	X	X	X	X
Basketball	X	X	X	X
Track	X	X	X	X
Tennis	X	X	X	X
Golf	X	X	X	X
Volleyball		X		
Team Tennis	X	X	X	X
Wrestling			X	
Soccer			X	X
Swimming and Diving	X	X	X	X
Baseball			X	X
Softball				X

*Source: Assistant Superintendent for Instruction and Operations 1996-97 Reports*

CCISD's athletic budget in 1996-1997 was \$4.8 million. **Exhibit 2-55** shows the total CCISD budget and its athletic budget from 1994 to 1996. Both the district's budget and the athletic budget rose slightly during this three-year period, and the athletic portion of the budget increased only marginally, from 2.0 percent to 2.1 percent. Of this total, about 87 percent was paid from local funds.

**Exhibit 2-55**  
**CCISD Total Budget and Athletic Budget**  
**1993-94 Through 1995-96**

Budget	1993-94	1994-95	1995-96
Total Budget	\$214,064,365	\$207,927,418	\$235,149,230
Athletic Budget	\$4,822,478	\$3,659,744	\$4,191,355
% Athletic Budget to Total Budget	2.1	1.8	2.0

*Source: PEIMS*

The district has negotiated with the United States Department of Education's Office of Civil Rights for several years over a complaint related to Title IX, the federal policy designed to ensure gender neutrality in programs that receive federal funding. Title IX has had far-reaching consequences throughout the nation, particularly in the area of funding for athletics. CCISD's superintendent told the review team that over the years of its involvement in the OCR complaint, the district has spent at least \$1.5 million in response. For instance, CCISD is in the process of expanding its girls' athletic program, specifically for volleyball and softball.

**Exhibits 2-56** and **2-57** show athletic participation in CCISD from 1993-1994 through 1996-1997. Over the four years, the number of students participating in secondary athletics increased 14.7 percent from 7,256 to 8,325. The over 5,190 students who participate in athletics is approximately 23 percent of CCISD's total student enrollment at the secondary level.

**Exhibit 2-56**  
**CCISD Athletic Participation**  
**1993-94 Through 1996-97**

Year	High School Females	High School Males	Total High School	Middle School Females	Middle School Males	Total Middle School
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1996-97	1,548	2,640	4,188	1,775	2,362	4,137
1995-96	1,502	2,633	4,135	1,337	2,522	3,859
1994-95	1,372	2,529	3,901	1,309	2,552	3,861
1993-94	1,206	2,408	3,614	1,377	2,265	3,642

*Source: CCISD athletic document*

**Exhibit 2-57**  
**Females and Males Participating**  
**in CCISD's Athletic Program**  
**1993-94 Through 1996-97**

<b>Year</b>	<b>Female Total (HS and MS)</b>	<b>Male Total (HS and MS)</b>	<b>Total Females and Males</b>
1996-97	3,323 40%	5,002 60%	<b>8,325</b>
1995-96	2,839 36%	5,155 64%	7,994
1994-95	2,681 35%	5,081 65%	7,752
1993-94	2,583 36%	4,673 64%	7,256

*Source: CCISD athletic document*

Female participation in athletics increased, both in total and as a percentage of overall participation. In 1996-1997, 40 percent of the participants in athletics were girls and 60 percent were boys. Overall, the number of girls participating in athletics increased 29 percent and the number of boys participating increased about 7 percent from 1993 to 1996.

**FINDING**

The biggest portion of the athletic budget is spent on payroll, which for 1996-1997 was estimated at \$1,789,588. Some 248 full-time secondary coaches in the district earn an average \$45,461 in total salary, including

extra duty pay and stipends, while the average salary of CCISD's teachers is \$33,943. This is a difference of \$11,518 and is due in part to the additional days of work for coaches.

During the school day, coaches teach athletic periods. They also teach non-athletic classes, which are regular content classes like social studies, science, math, or English/language arts. Although average class sizes in CCISD are higher than in Texas and the region, some coaches in CCISD teach only one content class per day. For example, at Ray High School, eight coaches teach only one or one-and-a-half nonathletic classes per day. This school however, has a block schedule and only five periods per day.

The assistant superintendent for Instruction and Operations has begun a comprehensive effort to collect information on the total cost of athletics in the district, to study the impact of athletics on the total budget.

The scope of the assistant superintendent's examination includes:

- (1) accurate numbers of students participating in athletics.
- (2) funding equity by school.
- (3) total athletic expenditures by school.

**Recommendation 33:**

Examine the course loads of all CCISD secondary teachers to determine whether coaches' total teaching loads are the same as those for other teachers.

After these data have been collected by the assistant superintendent for Instruction and Operations, the district should closely examine the course load question.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The assistant superintendent for Instruction and Operations completes the data collection regarding the costs in the athletic program	October 1997
2. The superintendent appoints a non-partisan committee to examine the athletic program in CCISD. Included in the study is the issue of equitable teaching loads for coaching and non-coaching secondary teachers. The committee includes parents, community members, teachers, campus administrators, and central administrators.	October 1997

3. The committee prepares and presents a report to the superintendent and school board for consideration.	December 1997
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**FISCAL IMPACT**

There will be no additional cost to implement this recommendation, and significant savings could result if some coaches teaching loads are increased.



# Alternative Education

CCISD has three principal alternative education programs--the Alternative High School, the Teenage Mothers School (TAMS), and the Student Learning and Guidance.

The Alternative High School Center provides an education environment for nontraditional students. TAMS allows pregnant students to spend part or all of their pregnancy and up to six months after the birth at school. Enrollment in both programs has risen since 1991-92. (**Exhibit 2-58**).

**Exhibit 2-58**  
**Enrollment by Program**  
**Alternative Education**

<b>School Year</b>	<b>Alternative High School Center</b>	<b>Teenage Mothers School</b>
1991-92	168	102
1992-93	218	120
1993-94	237	136
1994-95	267	144
1995-96	293	128

*Source: Department for Instruction and Special Programs, CCISD.*

The Student Learning and Guidance Center (SLGC) is the district's alternative education school for students with behavioral problems. This program "provides an alternative education placement and guidance-intensive program for students who have been removed from their regular school setting for various behavioral infractions." Average enrollment in SLGC increased from 61 students in 1992-93 to 281 students in 1995-96. Average enrollment is the average number of students attending SLGC at any one time during the year, while the number of students served is the total number of students that have attended SLGC during the year. SLGC served 976 different students in 1995-96; 60 percent of these students were from middle schools (**Exhibit 2-59**).

**Exhibit 2-59**  
**Student Learning and Guidance Center**  
**Number of Students Served**  
**1994-95 through 1995-96**

	1994-95		1995-96	
School	Students	Percent	Students	Percent
High School	213	25.3%	295	30.2%
Middle School	491	58.3%	586	60.0%
Elementary School	23	2.7%	33	3.4%
TYC	60	7.1%	12	1.2%
Out-of-District	55	6.6%	50	5.2%
<b>Total</b>	<b>842</b>	<b>100.0%</b>	<b>976</b>	<b>100.0%</b>

*Source: Department for Instruction and Special Programs, CCISD.*

Adjudicated youth are minors found guilty of criminal activity by a court of law. For adjudicated youth, CCISD and the Nueces County Juvenile Board have established the Juvenile Justice Alternative Education Program as required by law. Under this program, CCISD provides teachers for the instruction of adjudicated youth in the County Detention Center.

## **FINDING**

Besides in-school suspension, the SLGC provides the only alternative education program for students with discipline problems at CCISD. Under the district's zero-tolerance policy, students who commit minor violations may be placed at SLGC alongside students who have committed more serious offenses.

The limited options for these students is only one of the several problems at SLGC. Other problems include poor facilities, consisting entirely of portable buildings; lax enforcement of rules; administrative perceptions that the SLGC staff are underqualified; unacceptably large student-teacher ratios; incomplete curriculum, causing students to fall behind; insufficient counseling for students; low attendance rates; overrepresentation of special education students; and inadequate parent involvement. These problems are discussed individually below.

SLGC is located in a group of portable buildings relatively far from populated areas of Corpus Christi. Students are transported to the school on buses equipped with video cameras, radios, and a cellular telephone. However, the facility itself has fewer security features than traditional schools.

Telephones are available for SLGC teachers in every other classroom. A teacher without a phone in the room must rely on a student to ask another teacher in the adjacent classroom for assistance. Also, the school does not have perimeter fences restricting access to the school after hours. Security personnel search the students for weapons and contraband each morning as they arrive. However, the security personnel do not conduct searches for contraband articles hidden under buildings, walkways, or stairways. Security for SLGC consists of one full-time police officer and two security guards.

The school dress code, based on observations by the review team, is not enforced at SLGC. Other rules violations, such as the prohibition on gang hand signs and drawings, are tolerated. Various staff members said that texts and library books have graffiti in them.

Special-emphasis schools in the district receive first pick of teachers after a school reorganization and provide their teachers with stipends for their service. However, SLGC and its teachers receive neither of these privileges. Many teachers are assigned teaching duties in the Juvenile Justice Alternative Education Program, J.U.S.T.I.C.E. Boot Camp, and other programs, but are recorded as staff members at SLGC. As a result, class sizes are larger than statistics indicate for SLGC.

SLGC has short- and long-term students programs. The short-term program lasts for 90 days, with the school day running from 8 am to 3 pm. The long-term program can last for the entire school year, but students in the program are eligible for a review after 120 days. The school day for the long-term program lasts from 8 am to 5 pm. Although enrollment in both the short- and long-term programs increased from 1995 to 1996, the number of students that returned to their home campus after successful completion of the program declined from 400 students in 1995 to 376 in 1996

(Exhibit 2-60).

**Exhibit 2-60**  
**Status of District Students**  
**Student Learning and Guidance Center (SLGC)**

Status	1994-95	1995-96
Enrolled in short-term component at end of year	184	222
Enrolled in long-term component at end of year	99	179
Returned to home campus after successful completion of SLGC	400	376

program at some point in the school year		
Expelled while at SLGC	52	<i>149</i>
Withdrawn from district while at SLGC	60	<i>66</i>

*Note: Figures in italics indicate that the category includes some of the same students.*

*Source: Department for Instruction and Special Programs, CCISD*

The number of students expelled from CCISD while at SLGC almost tripled between 1995 and 1996, from 52 to 149. During the review team's site visit, SLGC had an average enrollment of 408 students. In addition, the number of students removed to SLGC a second time, compared to percentage of students served, increased from 17.3 percent in 1995 to 23.1 percent in 1996

**(Exhibit 2-61).**

**Exhibit 2-61**  
**Status of District Students Returned to Regular School**  
**after Completion of Student Learning and Guidance Center Program**

	<b>1994-95</b>	<b>1995-96</b>		
	<b>Students</b>	<b>Percent</b>	<b>Students</b>	<b>Percent</b>
Stayed at home campus remainder of the school year.	214	53.5%	224	59.6%
Removed to SLGC a second time	69	17.3%	87	23.1%
Transferred to another campus at time of SLGC release	64	16.0%	39	10.4%
Returned to home campus then withdrew from the district	30	7.5%	22	5.8%
Returned to home campus, then expelled by home campus	23	5.8%	4	1.1%
<b>Total</b>	<b>400</b>	<b>100.0%</b>	<b>376</b>	<b>100.0%</b>

*Source: Department for Instruction and Special Programs, CCISD*

Students at SLGC have low passing rates on the TAAS. In Spring 1995, 40 percent of the students taking the test passed the writing component, and only 12.8 percent passed the mathematics component. (**Exhibit 2-62**)

**Exhibit 2-62**  
**Student Passing Rates on TAAS**  
**Student Learning and Guidance Center**  
**1995-1996**

Component	Spring 1995		Spring 1996	
	Number Taking	Percent Passing	Number Taking	Percent Passing
Reading	96	25.0%	5	80.0%
Mathematics	94	12.8%	5	20.0%
Writing	40	40.0%	1	0.0%

*Source: Texas Education Agency.*

More than 24 percent of the students at SLGC are special education students. This is significantly higher than the district percentage of students in special education of 12.9 percent. Most of these students are identified as "learning disabled."

Parents must attend a one-day orientation session when students are transferred to SLGC. However, interviews with SLGC personnel indicated that there is little communication between teachers and parents of students attending SLGC.

**Recommendation 34:**

Relocate the Student Learning and Guidance Center to a more suitable facility and restructure the overall alternative program.

CCISD should develop a plan to replace SLGC with a restructured program without spending additional operating funds. CCISD spends \$5,340 per student at SLGC, and this average should not change.

The alternative education school should provide a more structured, learning environment for students who continually misbehave or have committed serious behavioral or drug-related offenses. The alternative education school should have a strictly enforced attendance policy and dress code and discipline measures that require additional homework or

longer study hours for students who commit infractions of the school's policies.

Students should not be suspended or expelled from the alternative education school unless the student is remanded to the custody of state juvenile authorities by a court or the student is an adult sentenced to an adult prison. This policy is essential for gang members, because for them, failure is success. If a child can get kicked out of the "bad kids' school," his reputation will grow and statistics show he will be lost to crime. Those that would ordinarily be suspended or expelled should be assigned to one-to-two-person classrooms for the period of suspension or expulsion.

All personnel holding positions at SLGC should be placed in a personnel pool and reevaluated for positions at the new alternative education school or other positions in the district. The principal of the new alternative education school should be chosen by the district based on the person's education and experience in developing and operating alternative education programs for students with severe behavioral problems. The principal should have the privilege to recruit the best teachers in the district who have a desire to help these kinds of students. These teachers should teach a curriculum emphasizing life skills while applying firm, fair, and consistent discipline.

#### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The superintendent announces the closing of the Student Learning and Guidance Center at the end of the 1997-98 school year.	October 1997
2. The assistant superintendent of the Division of Instruction and Operations forms an ad hoc committee consisting of teachers and principals to evaluate alternative education centers and schools across the nation.	February 1998
3. The alternative education committee develops programs for the alternative school and plans for their implementation.	April 1998
4. The assistant superintendent for Instruction develops a procedure for selecting students for placement in the new alternative education school and incorporates the procedure into the <i>Student Code of Conduct</i> .	April 1998
5. The assistant superintendent for Business searches for leased space and executes a lease agreement, based on the facility needs identified in Step 3.	June 1998
6. The assistant superintendent for Instruction selects a principal for	July 1998

the new alternative education school and teaching staff for the alternative education centers.	
7. The superintendent opens the new alternative education school and centers.	August 1998

**FISCAL IMPACT**

Assuming 40 square feet per student and 220 students, CCISD should need 8,800 square feet of space for the new alternative education school. The cost of leasing and maintaining this space is estimated at an additional \$10 per square feet annually or a total of \$88,000 annually.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Relocate SLGC to a more suitable facility	\$0	(\$88,000)	(\$88,000)	(\$88,000)	(\$88,000)

## Chapter 3

# Community Involvement

To evaluate a school district's community involvement function, one must assess its ability to communicate with and involve different segments of the community, including parents, local businesses, and other community members. This chapter reviews CCISD's community involvement programs in four sections:

Mission and Organization  
District Communications  
Community Involvement  
Parent Involvement

The offices responsible for CCISD's community involvement functions--the Office of Parent Involvement and Education and the Office of Public Affairs and Governmental Relations, which includes the Office of Public Information and the Office of Community and Business Partnerships--are reasonably effective. The district could improve its public relations function, however, by modifying its organization structure; creating an ombudsman position to improve responsiveness to the community; and producing newsletters for parents and other community members.

The review team found that CCISD generally does a commendable job of recruiting volunteers to participate in school programs. Since much of the responsibility for community participation is left to individual schools, however, participation rates vary widely. The district should provide additional assistance to schools with inadequate parental involvement to help them increase their participation rates.

### **METHODOLOGY**

During this review, the team held public meetings, conducted focus-group sessions, administered surveys, and interviewed parents, students, teachers, administrators, community and business leaders, and other community members. The survey results are included in Appendices J, K, L and M. These surveys and sessions were intended to solicit input that could help the team understand the community's priorities and concerns and evaluate the effectiveness of CCISD's community involvement function.

The review team received input from more than 1,000 individuals, including parents of students attending a cross-section of the 22 schools listed in **Exhibit 3-1**.



**Exhibit 3-1**  
**Schools Represented Through Parental Input**  
**from Public Meetings, Focus Groups, Interviews and Surveys**

Elementary Schools		Middle Schools	High Schools
Chula Vista	Lamar	Browne	Carroll
Club Estates	Lozano	Cullen	Miller
Coles	Oak Park	Martin	Moody
Galvan	Schanen	South Park	Ray
Evans	Windsor Park	Wynn Seale	
Kostoryz	Yeager		
Zavala			

At public meetings at two CCISD schools on April 3, parents, teachers, administrators, students, and CCISD staff were encouraged to contribute comments on district programs and operations.

In addition to these meetings, the review team organized five focus-group sessions to solicit additional input from specific groups in Corpus Christi. **Exhibit 3-2** identifies the group participating and the local organization that assisted in each focus group session.

**Exhibit 3-2**  
**CCISD Focus Groups**

Group Participating	Organization
CCISD Parents	Parent Teacher Association
CCISD Hispanic Parents	Community in Schools
CCISD African American Parents	St. Matthew's Church
Corpus Christi's Business Community	Greater Corpus Christi Business Alliance
Corpus Christi's Hispanic Business Leaders	Hispanic Chamber of Commerce

In addition, the review team interviewed individuals in the Corpus Christi community. Some of these interviews were initiated by the review team; others were conducted at the request of the interviewees.

Written surveys also were administered to students, parents, teachers, and campus and district administrators. **Exhibit 3-3** describes the sampling method used for each group.

**Exhibit 3-3  
Populations Surveyed**

<b>Group</b>	<b>Population Surveyed</b>	<b>Number of Respondents</b>
Parents	<p>150 randomly selected parents from Miller High School, South Park Middle School, Coles Elementary, and Zavala Elementary</p> <p>100 randomly selected parents from Carroll High School, Cullen Middle School, Yaeger Elementary, and Club Estates Elementary</p>	380
Students	Approximately 100 randomly selected students from each of the five high schools	141
Teachers and Campus Administrators	<p>All school administrators</p> <p>One third of teachers at each campus (randomly selected)</p>	355
District Administrators	All district administrators	80

# Mission and Organization

## CURRENT SITUATION

Two offices are responsible for CCISD's community involvement function. The Office of Public Affairs and Governmental Relations is the district's central office for fostering participation from the business community and for producing district communications. The Office of Parent Involvement and Education helps schools increase parent participation.

Public Affairs includes two offices that focus on community involvement. The Office of Public Information is responsible for communications with internal and external parties, while the Office of Business and Community Partnerships is responsible for fostering school-community partnerships. In addition to these offices, Public Affairs also manages the district's legal services function.

The community involvement offices within Public Affairs were budgeted at \$441,054 for the 1996-97 school year. (This amount excludes Public Affairs' legal function and print shop. The print shop had a separate budget of \$283,180 for 1996-97.) **Exhibit 3-4** shows the budget for the community involvement offices over the last two years.

**Exhibit 3-4**  
**CCISD Public Affairs and Governmental Relations Budget**  
**for Community Involvement Offices**

	<b>Budget 1995-96</b>	<b>Proposed 1996-97</b>
Payroll	\$301,595	\$306,732
Professional & Contracted Services	\$6,600	\$6,600
Supplies & Materials	\$107,522	\$110,022
Other Operating Expense	\$12,800	\$12,800
Land/ Building/ Equipment	\$0	\$4,900
<b>Total</b>	<b>\$428,527</b>	<b>\$441,054</b>

*Source: CCISD Budget.*

Parent Involvement has an annual budget of \$106,560. **Exhibit 3-5** presents the details of this budget.

**Exhibit 3-5**  
**CCISD Office of Parent Involvement and Education Budget**  
**1996-97**

Area	Budget
Salaries	\$65,160
General Supplies	\$19,842
Travel and Subsistence	\$900
Miscellaneous Expenses (DARE)	\$4,000
Miscellaneous Expenses (Printing)	\$9,216
Stipends	\$2,596
Substitutes	\$135
Conference and Training	\$4,711
<b>Total</b>	<b>\$106,560</b>

*Source: CCISD Budget.*

**FINDING**

Public Affairs has well-established goals, objectives, and strategies that support its mission and enable the office to assess the quality of its community involvement programs and publications. **Exhibit 3-6** presents the office's goals and objectives.

**Exhibit 3-6**  
**CCISD Public Affairs and Governmental Relations**  
**Goals and Objectives**

Goals	Objectives
Quality School-Based Partnership Program	<ul style="list-style-type: none"> <li>• Define role of Central Office in securing partnerships</li> <li>• Provide training and support for campus staff in securing "adopt-a-school" partnerships</li> <li>• Develop at least five comprehensive school-business partnership opportunities</li> </ul>

	<ul style="list-style-type: none"> <li>• Develop mentoring program matching 200 students with mentors</li> <li>• Maintain program and raise \$20,000 for IDEA grants</li> </ul>
Quality publications to communicate with internal and external audiences	<ul style="list-style-type: none"> <li>• Employees receive timely and pertinent information through <i>Intercom</i> and <i>Board Action Report</i></li> <li>• Business leaders receive <i>On Task</i> quarterly</li> <li>• A new informational brochure is developed for parents, community members, and other external audiences</li> <li>• One additional district publication becomes revenue-generating through advertising</li> </ul>
Fully supported community outreach programs	<ul style="list-style-type: none"> <li>• Refinement of <i>Education Express</i> bus tour program</li> <li>• Establishment of a CCISD Speaker's Bureau for presentations to the school and business community</li> <li>• Increased news coverage/national awareness by developing an Internet home page</li> </ul>
Successful special events	<ul style="list-style-type: none"> <li>• Hold student leadership reception</li> <li>• Sponsor a PTA appreciation banquet</li> <li>• Conduct a celebration for retirees and other honorees</li> <li>• Continue to sharpen skills, become better supervisor/public information practitioners; help other staff members with various staff development needs</li> </ul>

*Source: CCISD Public Affairs and Governmental Relations Office.*

Public Affairs also has identified a series of strategies to achieve each of its goals. Each strategy includes a timeframe for completion and the name of the responsible employee. **Exhibit 3-7** shows an example of strategies identified for one of the department's objectives. This particular objective relates to distributing *On Task*, a quarterly publication produced by Public Information for business leaders.

**Exhibit 3-7**  
**CCISD Public Affairs and Governmental Relations**  
**Strategies for Distribution of *On Task***

<b>Goal: Quality publications to communicate with internal and external publics.</b>			
<b>Objective: Business leaders receive <i>On Task</i> quarterly</b>			
<b>Strategy</b>	<b>Start</b>	<b>Stop</b>	<b>Person Responsible</b>
1. Purchase current membership list of Chamber of Commerce members and update <i>On Task</i> mailing labels; add 100 new names	Oct	Oct	Director of Public Affairs  Secretary to Director of Public Affairs
2. Bid printing job (4-pager, 8-pager), four issues	Aug	Aug	Coordinator of Public Information
3. Meet with focus group of 10 central office administrators/staff to review contents and discuss goals of publication	Feb	April	Director of Public Affairs
4. Assign stories for the following publications and receive first draft by due date: October 20, 1996; January 15, 1997; April 15, 1997; July 31, 1997	Sept Nov 1  March 1  May 15	Oct Dec 19  April 1  June 30	Coordinator of Public Information
5. Evaluate 1996-97 publication by sending survey to mailing list in June	June	June	Coordinator of Public Information

*Source: CCISD Public Affairs and Governmental Relations*

**COMMENDATION**

**The Office of Public Affairs and Governmental Relations has established clear, well-developed goals, objectives, and strategies that set a clear direction for its progress.**

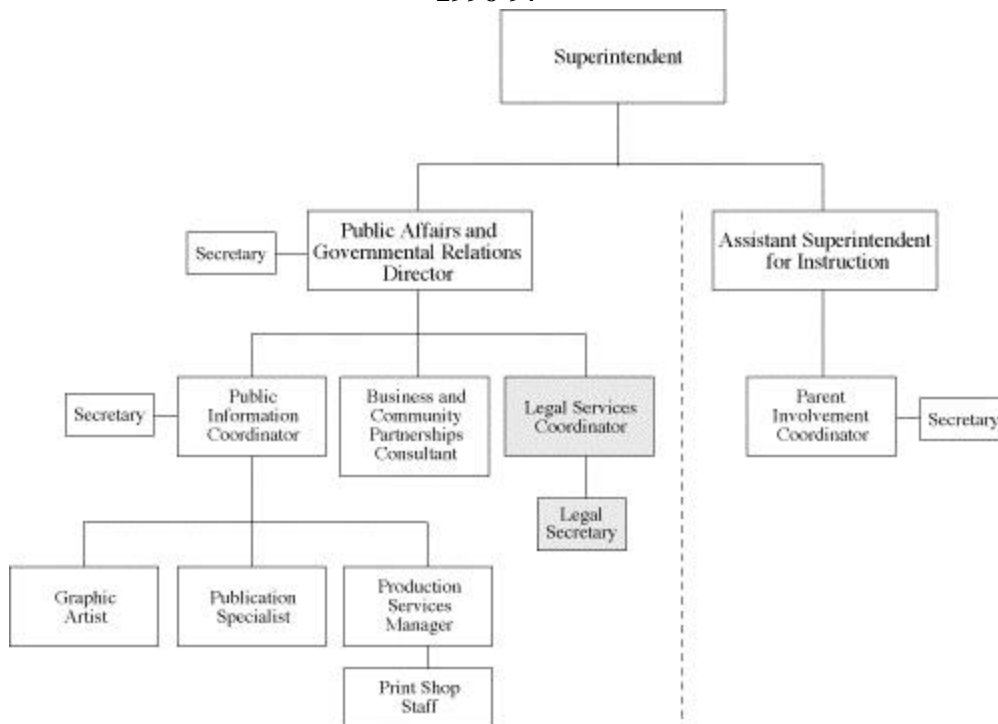
The department's strategies are specific and measurable and identify a time frame for completion and a person responsible for completion.

### **FINDING**

CCISD's organizational structure does not facilitate a coordinated approach to community relations. While Public Affairs and Parent Involvement both serve as liaisons between the district and the community, the two offices are located in different divisions within the organization and report to different individuals. This makes it difficult for them to coordinate activities, share information, and develop a focused community relations effort.

**Exhibit 3-8** shows the location of the two offices within the district's organization structure.

**Exhibit 3-8  
Organization Structure for CCISD's Community Involvement Offices  
1996-97**



*Note: Since Legal Services is not a community involvement function, it is shaded and is discussed in more detail in Risk Management.*

*Source: CCISD Public Affairs and Governmental Relations*

While Public Affairs reports directly to the superintendent, Parent Involvement reports to the assistant superintendent of Instruction.

**Exhibit 3-9** describes the function and staffing level of each community involvement unit within Public Affairs.

**Exhibit 3-9  
Major Functions of  
Community Involvement Offices Within  
Public Affairs and Governmental Relations**

<b>Organizational Unit</b>	<b>Staff</b>	<b>Functions</b>
Office for Public Affairs and Governmental Relations	2	<ul style="list-style-type: none"> <li>• Development of or assistance with public presentations or events (speeches, television, appearances, etc.)</li> <li>• Media training for employees</li> <li>• Customer service training for employees</li> <li>• Dissemination of information to media</li> <li>• Representing the district's legislative interests in the Texas School Alliance</li> <li>• Liaison with the City of Corpus Christi on intergovernmental issues</li> </ul>
Office of Public Information	11 (6 in print shop)	<ul style="list-style-type: none"> <li>• Design and production of weekly employee newsletters</li> <li>• Design and production of publications for various community audiences</li> <li>• Assistance with production of other various district publications</li> <li>• Development of or assistance with public presentations or event (speeches, television appearance, etc.)</li> <li>• Dissemination of information to media</li> </ul>
Office of Business and	1	<ul style="list-style-type: none"> <li>• Coordinate Adont-A-School</li> </ul>



Community Partnerships		<ul style="list-style-type: none"> <li>program</li> <li>• Coordinate CLASS mentoring program</li> <li>• Facilitate development of new partnerships with businesses, organizations, and individuals</li> <li>• Assist with the program of the Corpus Christi Education Foundation</li> </ul>
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*Source: CCISD Public Affairs and Governmental Relations*

**Exhibit 3-10** describes the major functions and staffing of Parent Involvement.

**Exhibit 3-10**  
**Major Functions of CCISD's**  
**Office of Parent Involvement**

<b>Organizational Unit</b>	<b>Staff</b>	<b>Functions</b>
Office of Parent Involvement	1.5	<ul style="list-style-type: none"> <li>• Coordinate Volunteers in Public Schools (VIPS) program</li> <li>• Coordinate Practical Parent Education program</li> <li>• Coordinate COMET (Commitment to Eliminate Truancy) program</li> <li>• Provide monthly newsletter to parents</li> <li>• Provide newsletter to principals</li> <li>• Coordinate district dental health program</li> </ul>

*Source: Phone interview with Parent Involvement Office, May 28, 1997*

Both Public Affairs and Parent Involvement coordinate volunteer programs and distribute publications to their customers. Public Affairs targets the business community, while Parent Involvement targets parents. While individuals in the offices communicate with one other, the organizational structure does not facilitate an easy sharing of information or responsibilities. For instance, Parent Involvement monitors parent complaint statistics but does not share them with Public Affairs. Access to this information might help Public Affairs shape district-level programs to address parent complaints.

By restructuring its organization so that Public Affairs can focus solely on community involvement, CCISD could better understand the interests and concerns of the entire community and develop programs and communications to address these concerns.

**Recommendation 35:**

**Move the Office of Parental Involvement and Education into the Office of Public Affairs and Governmental Relations.**

This move would allow Public Affairs to focus on all community involvement activities. It would also allow Parent Involvement to better coordinate volunteer programs with Community and Business Partnerships and coordinate parent publications with the Public Information Office.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The superintendent moves Parent Involvement into Public Affairs.	October 1997
2. The staff of Public Affairs conducts a meeting to identify how the offices can best coordinate volunteer programs and publications.	November 1997

**FISCAL IMPACT**

This recommendation can be implemented at no cost to the district.

# District Communications

## FINDING

The primary responsibility of CCISD's Office of Public Information is to communicate with groups and individuals within the district and the broader Corpus Christi community.

To meet this responsibility, the office produces the following publications:

***On Task*** is a quarterly publication with selected stories for Corpus Christi's business community. It is produced in English.

***Intercom*** is a weekly publication with district information for CCISD employees, Parent Teacher Association (PTA) presidents, the media, and the board. It is a four-page publication produced in English.

***Board Action Report*** is a summary of board actions produced for employees and PTA members after each regular board meeting. It is produced in English.

***Principal's Packet*** is a weekly summary of administrative information with materials inserted for principals, central office staff, and board members. It is produced in English.

***Brief Facts*** is brochure of district facts for members of the Corpus Christi community. It is produced at the start of each school year in English.

***Welcome to the Board*** is a brochure describing the district's board of trustees. It includes pictures of the board members and is produced after each election. It is produced in English.

***Back to School*** communicates information about the upcoming school year to students and their parents at the start of each school year. It is produced in English and Spanish.

***Student/Parent Handbook*** includes district rules and regulations for students, parents and staff. It is produced each year in English, but includes a foreword in Spanish.

***Handbook for Employees*** includes district policies, procedures, and regulations. It is produced in English for CCISD employees at the beginning of each school year.

***Personnel Directory*** is a directory of CCISD's employees published each October that supplies employees' school information, phone numbers, and addresses. While the Office of Public Information produces the publication, it is paid for by the Personnel Office's budget. This is the only district publication featuring advertising to offset the cost of publication. During 1996-97, the district sold \$3,800 in advertising in the directory.

In addition to these publications, Public Information issues press releases that are faxed or phoned to 26 radio stations, television stations, and

newspapers. Moreover, a monthly advertisement in the *Corpus Christi Caller-Times* informs the community of current district events.

Parent Involvement also distributes monthly newsletters to parents and principals. These newsletters are not specific to CCISD; they are purchased from an outside source and are copied by the district for distribution. The newsletter for parents includes ideas for helping children learn. The newsletter for principals includes ideas for how to better involve parents in school activities. Parent Involvement reproduces the newsletters and distributes them to schools, which in turn distribute them to parents and principals.

Finally, CCISD is developing additional publications and a district Internet website, which is expected to be completed by fall 1997.

### COMMENDATION

**The Office of Public Information and Office of Parent Involvement and Education produce a wide array of publications for the community, parents, students, and district employees.**

### FINDING

According to public input received during this review, parents and community members want to be even better informed about events affecting the district. While CCISD produces many publications, parents and members of the business community said that they are not adequately informed about school district activities.

**Exhibit 3-11** summarizes the audience, distribution, and cost of the publications produced by Public Information. In addition to these, several departments in the district produce and distribute their own publications. Of the publications included in the exhibit, only *On Task* and *Back to School* are mailed. The exhibit includes the costs of producing the publications, but does not include the cost of mailing because not all publications are mailed.

**Exhibit 3-11  
Office of Public Information Publications**

<b>Publication</b>	<b>Target Audience</b>	<b>Frequency</b>	<b>Distribution</b>	<b>Cost</b>	<b>Annual Cost</b>
<i>On Task</i>	Business community	Quarterly	2,200 mailed	\$1,200 an issue	\$4,800

<i>Intercom</i>	Employees, PTA presidents, media	Weekly during school year (38-40 issues)	5,800	\$175.40 a week	\$6,841
<i>Board Action Report</i>	Employees, PTA	After each regular biweekly board meeting  (16-20 issues)	5,800	\$90 an issue	\$1,620
<i>Principal's Packet</i>	Principals, assistant principals, Central Office staff, Board	Weekly during school year (38-40 issues)	225	\$37 - \$82 a week	\$2,321
<i>Brief Facts</i>	Patrons, staff	Annually in Fall	7,000	\$161 an issue	\$161
<i>Welcome to the Board</i>	Patrons, staff	Bi-annually after election	2,000	\$210	\$105
<i>Back to School</i>	Student households	Annually in August	35,000	\$3,978	\$3,978
<i>Student/Parent Handbook</i>	Students/parents, staff	Annually in August	58,000	\$9,980	\$9,980
<i>Handbook for Employees</i>	Employees	Annually in August	7,000	\$9,980	\$9,980
<i>Personnel Directory</i>	Employees (sold to patrons)	Annually in October	7,000	\$8,500 (paid out of the Office of Personnel budget)	\$8,500
<b>Total</b>					<b>\$48,286</b>

Source: Office of Public Information

Of these publications, only *On Task*, *Board Action Report*, and *Intercom* contain updates on district activities and events. None of the three is distributed broadly enough to keep the broader community informed, and none is distributed to parents. This situation exists partly because the responsibility for communicating with parents belongs primarily to Parent Involvement and the individual schools. Since Parent Involvement does not have the resources to produce its own newsletter, it distributes only the purchased one featuring general educational information. As a result, CCISD has no publication or other vehicle for communicating with parents on district issues.

This lack was not evident in survey responses; only 27 percent of parents surveyed disagreed or strongly disagreed with the statement that the district does a good job of communicating with the community (**Exhibit 3-12**).

**Exhibit 3-12**  
**Parent Responses to Community Involvement Survey Question**

Survey Question	Survey Responses					
	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
CCISD communicates well with the community	11 %	36 %	17 %	21 %	6 %	9 %

*Source: Texas Texas School Performance Review Survey Results*

Parents participating in focus groups, however, felt more strongly that CCISD does not keep them well-informed. The parents said that they would like CCISD to share more information, especially on how funds are spent.

*On Task*, CCISD's quarterly publication targeted at the business community, is mailed to more than 2,000 persons, including all members of the Business Alliance, Leadership Corpus Christi, and the Hispanic Chamber of Commerce; all PTA presidents; many elected officials; and other individuals in the community. Yet only one member of the business focus group receives the publication. Participants in the focus group said communication is a major problem in the district. One participant commented that even when the district does innovative things, it does not communicate them well.

**Recommendation 36:**

**Modify *On Task* to include key district information and broaden its distribution to parents and community members.**

While *On Task* is well-written and reaches 2,000 individuals, comments suggest that CCISD could benefit from a publication for an even broader audience publicizing successes and innovations, clarifying misperceptions, and building trust in the schools. The subject matter of the publication should be broadened to include district challenges as well as successes, a calendar of important dates, and contact phone numbers for public information and feedback. Public Information should survey parents and business leaders to determine what information most interests them. To limit the expense of *On Task*, the district should produce the newsletter on less expensive paper, with fewer colors. To help fund the cost of the publication, the office should sell sponsorship advertising.

Public Information should distribute *On Task* in its revised form to about 38,000 individuals, including 35,000 student households and 3,000 businesses. It should reduce the per-copy cost of *On Task* from 54 cents to 10 cents by producing it in a less-expensive format. As a point of reference, *Intercom* currently costs three cents per copy to produce.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. Public Information surveys parents and community members about the type of information they would like to receive through <i>On Task</i> .	December 1997
2. Public Information develops a plan to sell advertising in the publication and assigns this as an additional responsibility to an existing position.	December 1997
3. Public Information produces <i>On Task</i> in its revised version.	February 1998

**FISCAL IMPACT**

At 10 cents per copy, 38,000 copies per issue, and three issues per year, the revised publication would cost CCISD \$11,400 a year. Mailing the newsletter would cost an additional 9.6 cents per copy, or \$10,944 per year. The total cost of producing and mailing the newsletter would be \$22,344 per year, versus the current figure of \$5,645, an increase of \$16,699.

If the district could sell an additional \$10,000 in advertising during the course of the year, primarily due to its broader distribution, overall cost for implementing this recommendation would be \$6,699 per year.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Expand distribution and content of <i>On Task</i>	(\$6,699)	(\$6,699)	(\$6,699)	(\$6,699)	(\$6,699)

## **FINDING**

While Public Information is responsible for communicating with district staff and the CCISD community, no position or office within the district is responsible for responding to community concerns.

The superintendent says an open door policy exists in his office yet, parents and community members consistently told the review team that the district is not interested in their input, and that it is difficult to get the district to listen and respond to their concerns.

The same theme emerged in focus groups. Participants commented that CCISD does not act on parents' concerns; that the district has an agenda, and that parents' input cannot change that agenda; and that CCISD parents do not feel welcome to bring concerns to the district. Instead, they feel intimidated and fear being labeled as troublemakers. One parent suggested that, in situations where the district cannot do what the community asks, it should at least explain why it cannot.

During the focus group with members from Corpus Christi's African American community, many participants commented that they and their children do not feel supported by the district. They said that the district is not culturally sensitive to the needs of the African American community, and cited examples of teachers showing a lack of respect for their children and for African American activities during Martin Luther King Day and Black History Month. This group also commented that they did not feel that the district was spending funds where they were needed. When parents have raised these concerns to the district, the parents believe the district "sweeps them under the rug." The participants also said that they would like to feel more comfortable going to the district with their concerns.

Focus group comments and interviews revealed safety concerns surrounding the restrooms at Schanen Elementary as one example of lack of district responsiveness. According to these participants, the entrance to the restrooms is dark, accessible from the street, and hidden from the rest of the school. The restrooms are poorly ventilated and not air-conditioned,

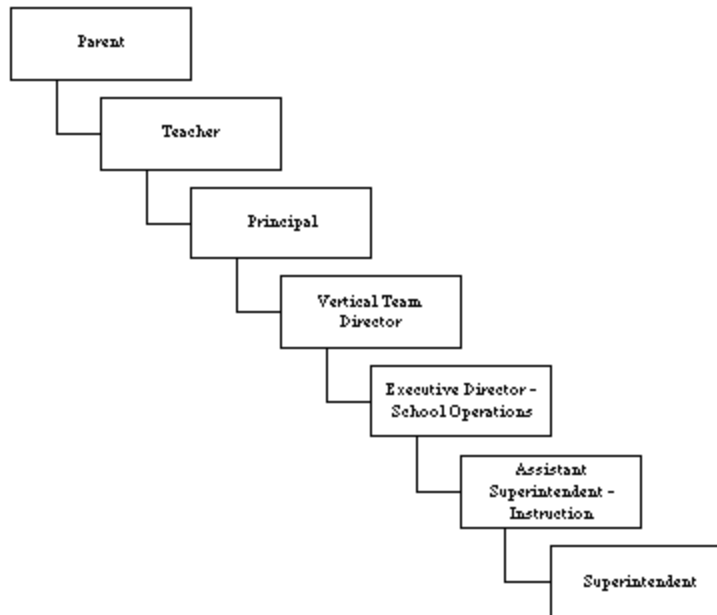


and once a child is in the restroom, he or she cannot be heard by people inside the school.

Since August 1996, parents have requested that the district improve the restrooms' safety for Schanen students, but the district has been slow to respond. As of April 1997, the district's only response had been to install a camera at one end of the restroom facility. Parents were frustrated by what they saw as an inadequate response.

The difficulty of communicating to the district can be seen in **Exhibit 3-13**, which shows the steps a parent is encouraged to follow when making a complaint.

**Exhibit 3-13**  
**Recommended Path for Parent Complaints**



*Source: CCISD Assistant Superintendent for Instruction.*

While it makes sense for a parent to start by voicing concerns to a teacher or principal, if this communication does not achieve the parent's desired result or if the issue involves items requiring administrative or board approval, the parent should have a more direct way to reach the superintendent. While parents can go directly to somebody at central office now, no specific position is responsible for hearing their concerns, routing concerns to the appropriate parties, and monitoring responses.

During the business focus group, business leaders also expressed frustration with the district's lack of responsiveness. Some commented that

when the district invites community members to participate in committees or decision making, the district has already established an agenda and the committee is simply expected to approve it.

Numerous participants said parents and businesses frequently go to schools to help, but feel that the school is not interested in their input. For instance, two years ago CITGO offered to work with CCISD to turn Miller High School--CITGO's Adopt-A-School--into a model technology school. CITGO understood that to do this, they needed to help not only with equipment, but also with planning, designing, training and other features of implementation. CITGO used its relationships with other businesses including AT&T and Digital to develop a team with the technical expertise and desire to make Miller a model technology center. Under the arrangement CITGO proposed, expertise, services and support would be provided free of charge, and the district would have been able to purchase equipment at a 50 to 70 percent discount. CITGO worked with school staff as well as representatives from local colleges and universities and the local public library to plan a way to link the CCISD's libraries via computer. CITGO was exploring the idea of training Miller students to help maintain and support the school's technology. The company had even built a model of how the technology school might look.

At first, the district seemed receptive and interested in the proposal, but as time passed, the district slowed the project's momentum. CCISD administrators have said that they were simply trying to ensure that the project was in the district's best interest. From CITGO's perspective, the district appeared to be resisting a generous offer from the community. Both sides were frustrated by poor communication. District administration felt they had not been involved early enough in the project and were inadequately informed; CITGO was frustrated because the district did not seem to recognize the value of what was being offered to them. Even if the district had other plans for technology at Miller, it should have been able to cooperate with CITGO to take advantage of the company's resources. In the end, the district's lack of responsiveness caused CITGO to abandon the program. CITGO has remained involved in CCISD schools and has donated technology resources, but not to the magnitude originally offered for this project.

More recently, the district has been involved in Project LINCC. The purpose of the project is to link CCISD's high school libraries, the city library, and area college libraries through computers technology. The project was initiated by the director of the city's library. According to CCISD administration, the library director approached the district to solicit support, and the district quickly agreed to support the project. Once funding was secured, the district committed resources to purchase the necessary hardware and software. The administration thought everything

was progressing well until it began hearing, through board members, that some community members were frustrated because they believed the district was moving too slowly on the project's implementation. The review team heard similar concerns that the district had delayed the project's implementation.

Again, if the district had reasons for delaying the project and had communicated those reasons to the community, some of the misunderstanding and frustration could have been avoided.

**Recommendation 37:**

**Create an ombudsman position in the Office of Public Affairs and Governmental Relations.**

An ombudsman would solicit input from parents and community members and answer both parental complaints and offers of assistance. The ombudsman should hold regular monthly forums. The forums should be held at locations around the district including churches, schools, and community centers to enable more community members to attend. The ombudsman should follow up on these forums by printing public input and the district's responses in the revised *On Task*, and by following up with concerned individuals either in person or through a letter. The ombudsman should reach out to all segments of the Corpus Christi community-- particularly the African American community--to improve communication.

The district may not always be able to respond to community members in the way they would like, but community members will be less frustrated if they feel that their concern or input has been heard and considered, if they are treated with respect, and if the reasons for district responses are clearly communicated.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The superintendent requests board approval to hire an ombudsman.	November 1997
2. The superintendent and the director of Public Affairs work with office staff to create a position and a job description for an ombudsman.	November 1997
3. The district hires an individual for the position.	December 1997
4. The district notifies the community of the new ombudsman through media, newspapers, television, and quarterly publications.	December 1997

5. The ombudsman develops a procedure for processing parent complaints.	January 1997
6. The ombudsman publicizes these procedures.	January 1997
7. The ombudsman develops a plan for holding monthly forums, including dates and locations.	February 1997
8. The district publicizes the first forum.	March 1998
9. The ombudsman holds the first forum.	April 1998

### FISCAL IMPACT

Assuming this position is assigned to a pay grade A02, the same as a consultant, the starting salary would be \$33,700 plus 6 percent benefits, for an annual cost of \$35,722.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Hire an ombudsman	(\$26,794)	(\$35,722)	(\$35,722)	(\$35,722)	(\$35,722)

### FINDING

The district print shop has trouble competing with outside vendors. **Exhibit 3-14** presents the total expenditures for the print shop, the revenue generated from departments using its services, and transfers from other district funds to cover shortfalls.

**Exhibit 3-14**  
**Print Shop Budget 1995-96 and 1996-97**

Category	1995-96	1996-97
Revenue from Departments	\$235,827	\$249,405
Transfer of Funds	\$33,775	\$33,775
Total Expenditures	\$269,602	\$283,180

*Source: Print Shop Financial Report.*

Since the print shop is set up as an internal service fund, payments to the print shop for services provided to district departments are shown as revenue. As the exhibit shows, the district has subsidized the print shop by \$33,775 in each of the past two years. In response to these losses, Public

Information made changes to print shop operations in January 1997 to encourage greater use of the print shop by other district offices. These changes included lowering prices, extending service hours, pickup and delivery services, and advertising.

The district also recently implemented a policy requiring schools and departments to solicit at least three bids for all printing projects over \$300; at least one of the bids must come from the district's print shop. While these changes have increased usage of the print shop, it is too early to know whether these changes will be sufficient to eliminate the necessity for the print shop subsidy. The print shop may still struggle to compete with outside vendors, particularly 24-hour copy centers with advanced equipment.

**Recommendation 38:**

**Evaluate the cost-effectiveness of the print shop under its new structure to determine whether the district should continue its operation.**

Public Information should continue to operate the print shop under its current structure through December 1997. In January 1998, Public Information should review the print shop's financial data to assess whether it is in the district's financial interest to continue to provide this service in-house or contract for services outside. The district should not continue to support the print shop through financial subsidies.

Should the district decide to contract for printing services, attempts should be made to place existing print shop personnel in other vacant positions in the district or assist the employees to find appropriate employment outside the district.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The coordinator of Public Information collects and reviews financial data on print shop for last year.	January 1998
2. The director for Public Affairs and the coordinator of Public Information compare the print shop's revenue and expenditures to determine whether the district is saving money by providing these services in-house.	January 1998 - February 1998
3. If the print shop is found not to be cost-effective, the director for Public Affairs works with the coordinator of Public Information and the manager of Production Services to identify the district's printing requirements and to develop a plan to contract for print	March 1998

services.	
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**FISCAL IMPACT**

Operating the print shop has cost the district \$33,775 each year for the past two years. The district would save this money if the print shop becomes self-sufficient or if the district contracts for print-shop services.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Evaluate the cost effectiveness of the print shop	\$0	\$33,775	\$33,775	\$33,775	\$33,775

# Community Involvement

Business and Community Partnerships fosters relationships between the district and the Corpus Christi community and encourages community participation in schools. The office builds relationships with businesses and community members and coordinates a mentoring program, an Adopt-A-School program, and other community programs. In addition to the programs coordinated by Business and Community Partnership, the district participates in the Community in Schools program through the Department for Instruction and Special Programs.

## FINDING

The review team found that Business and Community Partnerships does a good job of involving local businesses in CCISD activities. Participants in the business focus group spoke very highly of the district's consultant for Business and Community Partnerships and of this individual's abilities.

**Exhibit 3-15** describes CCISD's alliances and partnerships.

**Exhibit 3-15  
CCISD Alliances, Partnerships, and Relationships**

<b>Partner</b>	<b>Description</b>
Greater Corpus Christi Business Alliance	Local Chamber of Commerce organization
The Equity Center	State association of low-wealth school districts
Texas School Alliance	State legislative association for urban and suburban districts
Texas Business Education Coalition	State school-business partnership organization
Alliance Business Education Coalition	Local school-business partnership organization
Edna McConnell Clark Foundation	Partnership for middle school reform
Panasonic Foundations	Partnership for improved communications
Texas Association of School Boards	State association of school board members

Source: CCISD Public Affairs and Governmental Relations

One of the office's largest projects is the coordination of CCISD's mentoring program. The mentoring program provides support to students who need one-on-one help in developing their academic and personal potential by matching students with business or community volunteers who serve as role models and advisors.

The office recruits and trains mentors, provides workshops for them, keeps a database of

mentor information, and coordinates the program with two other mentoring programs in the city. As **Exhibit 3-16** shows, CCISD has 200 mentors that benefit about 200 students. The number of students participating at each school is shown in parentheses.

**Exhibit 3-16  
CCISD Mentoring Participation  
1996-97**

Category	Number Involved	Details		
<b>Mentors</b>	200			
<b>Schools (number of students)</b>	32	Baker (1)	Galvan (1)	Miller (5)
		Calk (2)	Gibson (4)	Moody (6)
		Carroll (1)	Hamlin (3)	Oak Park (4)
		Central Park (1)	Houston (2)	Prescott (1)
		Chula Vista (4)	Kostoryz (1)	Ray (1)
		Club Estates (1)	Lamar (8)	SLGC (1)
			Lozano (7)	Smith (4)
		Coles (14)	Martin (42)	South Park (1)
		Crossley (2)	Meadowbrook (2)	Travis (14)
		Cunningham (1)	Menger (2)	Wilson (3)
				Wynn Seale (4)



		Driscoll (26)		
		Evans (36)		
<b>Businesses and Organizations</b>	22	City	Valero	Home Depot
		Citizen's Bank	CP&L	S.W. Bell
		Koch	Heartland Wireless	Circle K
		Salvation Army	CCISD Board of Trustees	U.S. Postal Service
		TAMU-CC	Brumly & Brumly	Del Mar
		Young Lawyers	CITGO	Corpus Christi Police Department
		Onyx Engineering	HEB	NOAA

*Source: CCISD Public Affairs and Governmental Relations*

Another of CCISD's community involvement programs is Adopt-A-School, which provides opportunities for businesses and other organizations to work with schools to develop activities that benefit students, teachers, and administrative staff.

More than 300 businesses and organizations participate in Adopt-A-School partnerships, providing employees as tutors, mentors, and staff support; supplies and equipment; field trips; incentives; and opportunities for the professional enhancement of teaching skills. All but two schools in CCISD participated in the Adopt-A-School kickoff workshop.

In addition to its mentor and Adopt-A-School programs, CCISD is involved with Corpus Christi Education Foundation, Operation SOS (Supply Our Students), Texas Scholars of the Coastal Bend, Junior Achievement, and the Latchkey Program.

While Business and Community Partnerships coordinates several programs at the district level, each school is responsible for developing its own community involvement and parent volunteer programs. As a result, a wide range of programs and publications are offered by individual schools, including Navy Kids; New Generations - Voices of Youth; the Kids In Need (KIN) Fund; the Coastal Bend Women Lawyers Association

Law Day Project; Making Math and Science Connections; the National Teacher Training Institute for Math, Science, and Technology; and Learning to be Water Wise and Energy Efficient.

One example of a successful Adopt-A-School partnership is the one between the Port of Corpus Christi Authority and Menger Elementary School. In 1996, Menger's principal wrote to the Port seeking a partnership with the school to provide resources for projects, field trips, presentations, and to initiate a mentoring program. The Port responded favorably.

The focus to this Adopt-A-School initiative is:

- to improve student achievement
- to improve student attendance
- to recognize and support teachers
- to strengthen community partnership efforts.

In the first year, the Port provided field trips to its facilities and other industries in the Corpus Christi area. At the beginning of the 1997-98 school year, the Port provided financial resources to help Menger establish an environmental science lab which they equipped with microscopes, aquariums, and other resources that offer hands-on training for the students. Also this year, approximately 10 Port employees have already or are expected to commit and receive training to be mentors to Menger students. These employees will serve as role models by helping the students be successful in school and their community. Finally, the Port has provided resources for Menger's Accelerate Reading Program, a program that ties the reading of books with on-line computer tests. Children who read the books and complete the tests are recognized at the end of each six weeks. The Port also provided a sign outside the school recognizing their partnership with Menger.

Other initiatives are planned for the 1997-98 school year. Menger's principal believes that the Port's investment in time and money has and will continue to be of great benefit to the students. The executive director of the Port agrees: "This is just the beginning of a partnership that will cover the very important business of educating the citizens of tomorrow. We thought that funding this new environmental science lab was the perfect choice as the kick-off activity since we are so keenly conscious of environmental issues at the Port of Corpus Christi. It is important that students learn we all have to share this planet and be stewards of the environment now and in the future."

Menger also has Adopt-A-School partnerships with HEB, McDopnald's and the National Oceanic and Atmospheric Administration (NOAA). Both

HEB and McDonald's provide the school with coupons for food/treats, and NOAA participates in Menger's planning and decision making team (along with the Port) and provides speakers on various topics for the students.

### **COMMENDATION**

**The office of Business and Community Partnerships and individual schools have been effective in involving numerous businesses and organizations in CCISD activities.**

This is evident from the number of programs sponsored, the number of volunteers, and other signs of community participation.

# Current Situation

## CURRENT SITUATION

In addition to the programs coordinated by Business and Community Partnerships, Parent Involvement sponsors its own programs to involve parents in schools. These include Practical Parenting Education, a program to provide parents with information and skills to become better parents; Commitment to Elementary Truancy, a program involving parents in addressing truancy; and Volunteers in Public Schools (VIPS), which recruits parents to volunteer in their children's schools. The VIPS program has about 1,700 volunteers in 51 schools. Schools that do not participate in VIPS may have parent volunteers, but do not report this involvement to the district.

## FINDING

Schools also sponsor their own parental activities. For instance, Ray High School operates two unique programs, Texan Amigos and Traveling Texans, that promote parent and community involvement at the school.

Texan Amigos is a community-supported program that encourages parents and community members to act as observers during the lunch hour, to reduce fights and other forms of violence. Traveling Texans is an outreach program for parents that may be unable or uncomfortable about attending school meetings. This program holds PTA meetings in community buildings or tents in local neighborhoods. Traveling Texans give parents who would not normally attend a PTA meeting a chance to discuss their children's progress with teachers and administrators.

Ray High School's PTA was recognized by the National PTA in 1996-97 for its diversity initiatives in the Traveling Texans Program.

## COMMENDATION

**Ray High School's Traveling Texans parent involvement program has been effective in reaching out to parents that would not normally participate in school meetings.**

## FINDING

As noted above, CCISD schools' success in promoting parental involvement varies widely. As seen in **Exhibit 3-17**, a majority of parents surveyed told the review team that they feel encouraged to become involved in their children's schools and that they feel welcome there.

**Exhibit 3-17**  
**Parent Responses to Community Involvement Survey Questions**

Survey Question	Survey Responses					
	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
I am encouraged to be involved at my child(ren)'s school.	21 %	53 %	4 %	11 %	4 %	7 %
I feel welcome at my child(ren)'s school.	28 %	48 %	4 %	9 %	2 %	9 %

*Source: TSPR Survey Results.*

According to participants in the parental focus group, however, some schools are more welcoming than others. Such differences may be reflected in participation rates for the VIPS program and the statewide Parent Involvement Day last fall.

**Exhibit 3-18** shows the average number of parent volunteers and the average number of hours volunteered per month for each of the elementary schools in CCISD during the 1996-97 school year. Only two elementary schools, Grant and Menger, did not participate in the program. An "ND" indicates that no data were available for these schools. As the exhibit shows, the number of volunteers ranged from six to 127, while the number of hours volunteered per month ranged from 110 to 1,404.

**Exhibit 3-18**  
**VIPS Participation in CCISD Elementary Schools**

School	Volunteers	Hours	School	Volunteers	Hours
Allen	20	733	Lamar	20	262
Barnes	20	318	Lexington	17	283
Calk	23	459	Los Encinos	63	1,404
Carroll Lane	28	376	Lozano	9	394
Casa Linda	15	575	Meadowbrook	26	477

Central Park	8	343	Menger	-	-
Chula Vista	ND	ND	Montclair	27	517
Club Estates	37	463	Moore	39	289
Coles	14	260	Oak Park	23	252
Crockett	15	381	Prescott	11	188
Crossley	6	203	Sanders	33	298
Evans	ND	ND	Schanen Estates	27	574
Fannin	86	485	Shaw	8	367
Galvin	18	903	Smith	127	920
Garcia	30	260	Travis	18	389
Gibson	11	580	Wilson	29	771
Grant	-	-	Windsor Park	38	221
Houston	ND	ND	Woodlawn	14	110
Jones	92	618	Yeager	11	220
Kostoryz	ND	ND	Zavala	12	1,037

**Exhibit 3-19** shows the average number of parent volunteers and the average number of hours volunteered per month for each of the middle schools in CCISD over the 1996-97 school year. All middle schools participate in the program. As the exhibit shows, the number of volunteers ranged from six to 39 and the number of hours volunteered per month ranged from 47 to 472.

**Exhibit 3-19**  
**VIPS Participation in CCISD Middle Schools**

School	Volunteers	Hours	School	Volunteers	Hours
Baker	170	15	Haas	47	ND
Brown	59	10	Hamlin	165	22

Cullen	ND	ND	Kaffie	245	21
Cunningham	124	15	Martin	ND	ND
Driscoll	280	7	South Park	308	6
Grant	472	39	Wynn Seale	ND	ND

The only high school that participates in the program is Ray High School. An average of 48 Ray High parents volunteered an average of 188 hours a month.

Another example of varied parental involvement emerges in the participation rates for the statewide Parent Involvement Day (**Exhibit 3-20**). On November 12, 1996, CCISD participated in the statewide Parent Involvement Day, in which parents were invited to schools for classroom visits, school tours, presentations by students and staff, and a variety of other activities. More than 7,200 parents attended.

**Exhibit 3-20**  
**Participation in Parent Involvement Day 1996**  
**CCISD Elementary Schools**

School	Number of Parents	School	Number of Parents	School	Number of Parents
Allen	65	Garcia	80	Oak Park	98
Barnes	148	Gibson	43	Prescott	96
Calk	114	Houston	202	Sanders	36
Carroll Lane	175	Jones	753	Schanen	504
Casa Linda	150	Kostoryz	518	Shaw	27
Central Park	187	Lamar	61	Smith	169
Chula Vista	200	Lexington	40	Travis	152
Club Estates	312	Los Encinos	63	Wilson	129
Coles	20	Lozano	75	Windsor Park	164

Crockett	70	Meadowbrook	95	Woodlawn	265
Crossley	68	Menger	31	Yeager	144
Evans	39	Montclair	58	Zavala	76
Fannin	86	Moore	81	Mary Grett	20
Galvan	152				

*Source: CCISD Fast Facts, Division of Instruction and Operations*

As **Exhibit 3-21** illustrates, parent involvement also varied among CCISD middle schools. Involvement ranged from 15 parents at Martin to 475 parents at Wynn Seale.

**Exhibit 3-21  
Participation in Parent Involvement Day 1996  
CCISD Middle Schools**

School	Number of Parents	School	Number of Parents
Baker	20	Haas	120
Browne	50	Hamlin	75
Cullen	75	Kaffie	25
Cunningham	18	Martin	15
Driscoll	31	South Park	87
Grant	86	Wynn Seale	475

*Source: CCISD Fast Facts, Division of Instruction and Operations*

As **Exhibit 3-22** illustrates, parent involvement also varied at CCISD high schools. At the high school level, parent participation ranged from 10 parents at King to 259 parents at Miller.

**Exhibit 3-22  
Participation in Parent Involvement Day 1996  
CCISD High Schools**

School	Number of Parents
Carroll	information unavailable



King	10
Miller	259
Moody	60
Ray	75

*Source: CCISD Fast Facts, Division of Instruction and Operations*

Overall, Miller High School and Wynn Seale Fine Arts Academy-- CCISD's two new magnet programs--had the highest levels of participation.

Educational research has proven that parent involvement is a critical factor in improving student achievement. According to one such study, "When parents are involved, students achieve more, regardless of socio-economic status, ethnic/racial background or the parents education level." Research also shows that "school practices to encourage parents to participate in their children's education are more important than family characteristics like parent education, family size, marital status, socio-economic level, or student grade level in determining whether parents get involved."

**Recommendation 39:**

**Provide assistance to schools with low parent involvement.**

The new ombudsman and the existing parent involvement consultant should work with schools to help them increase parental involvement. This project should start with the ombudsman or consultant visiting each school to assess the level of involvement and reasons for the high or low participation levels.

The ombudsman then should provide training to all school personnel on the importance of parent and community involvement. This training should include everything from working with teachers and principals on encouraging parental visits, to training office personnel and security guards in welcoming visitors. The ombudsman and consultant should help schools develop plans and goals for increasing parent involvement and evaluation methods for assessing progress toward these goals.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The ombudsman and the parent involvement consultant visit schools to assess levels of parent involvement.	December 1997
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2. The ombudsman and the consultant meet with school personnel to explain guidelines for each school to follow when developing their participation plan, examples of successful practices, and the benefits of these practices.	December 1997
3. Each school develops a plan for increasing participation, participation goals, and methods for assessing progress towards these goals.	January 1998
4. Each school submits these plans to the ombudsman.	January 1998
5. Each school submits measures to the ombudsman to reflect their levels of participation for the year.	May 1998

**FISCAL IMPACT**

This recommendation could be implemented at no cost to the district.

## Chapter 4

# Personnel Management

This chapter reviews CCISD's personnel management function in two sections:

Salaries and Benefits  
Personnel Management and Operations

The review team made two primary findings in the area of personnel management. First, the district has many employees close to retirement, who receive higher-than-average salaries as a result of their lengthy tenure. Second, the district appears to have excessive overtime costs.

### CURRENT SITUATION

CCISD's Department for Administrative and Personnel Services is responsible for most of the traditional human resource functions for the district's 5,311 employees, including the management of salary and benefit structures; the recruitment, hiring, and retention of school district staff; assignment of district staff; the coordination of substitutes; the processing of terminated and retiring employees; and the management of personnel records, job descriptions, job evaluations, policies, and procedures.

Payroll expenses for district employees account for 76 percent of CCISD's total expenditures. **Exhibit 4-1** summarizes CCISD's budget for its general operating fund and its special revenue funds by expenditure category for 1995-96 and 1996-97.

**Exhibit 4-1**  
**CCISD Summary of Budgeted Expenditures**  
**General Operating Fund and Special Revenue Fund**  
**1995-96 and 1996-97**

<b>Expenditures</b>	<b>1995-96</b>	<b>Percent of Total</b>	<b>1996-97</b>	<b>Percent</b>
Payroll	\$156,696,000	76%	\$161,262,260	76%
Contracted	\$16,186,380	8%	\$16,922,306	8%
Supplies	\$12,639,527	6%	\$13,400,008	6%
Misc Expense	\$6,021,008	3%	\$6,030,389	3%
Capital Outlay	\$14,585,168	7%	\$13,940,507	7%

Other	\$369,000	0%	\$456,000	0%
<b>Total Expenditures</b>	<b>\$206,497,083</b>	<b>100%</b>	<b>\$212,011,470</b>	<b>100%</b>

Source: CCISD Budget 1996-97. p. 22-23 and 84-85.

CCISD employees are classified either as certified staff, educational (teacher) aides, or auxiliary staff. Certified staff include teachers, principals, administrators, and other professional positions. Auxiliary staff include secretaries, clerks, bus drivers, maintenance workers, custodians, and food service workers. About 26 percent of all staff members are auxiliary employees. **Exhibit 4-2** presents the number of full-time equivalent (FTE) employees for the past four years.

**Exhibit 4-2**  
**CCISD Number of Full-Time Equivalent (FTE) Employees by Category**

<b>FTEs</b>	<b>1993-94</b>	<b>1994-95</b>	<b>1995-96</b>	<b>1996-97</b>	<b>3 Year Change</b>
Certified Staff	3,148	3,072	3,045	3,078	- 70
Educational Aides	535	518	503	488	- 47
Auxiliary	1,194	1,198	1,170	1,265	+ 71
<b>Total</b>	<b>4,877</b>	<b>4,788</b>	<b>4,717</b>	<b>4,830</b>	<b>- 47</b>

Source: AEIS.

About 80 percent of all certified staff members are teachers (**Exhibit 4-3**). As the exhibit shows, the number of teachers fell substantially between 1994 and 1997. This decrease was partially offset by an increase in the number of professional support employees such as counselors, librarians, nurses, physical therapists, and speech therapists.

**Exhibit 4-3**  
**Composition of Certified FTEs**

<b>FTEs</b>	<b>1993-94</b>	<b>1994-95</b>	<b>1995-96</b>	<b>1996-97</b>	<b>3 Year Change</b>
Teachers	2,574	2,480	2,427	2,465	- 109
Professional Support	412	434	459	436	+ 24
Campus Administrators	137	138	138	157	+ 20

Central Administrators	25	21	20	20	- 5
<b>Total</b>	<b>3,148</b>	<b>3,073</b>	<b>3,044</b>	<b>3,078</b>	<b>- 70</b>

Source: AEIS.

CCISD ranks in the middle of its peer group for teachers as a percent of total staff (**Exhibit 4-4**).

**Exhibit 4-4**  
**Teachers as a Percent of Total Staff**  
**1996**

<b>District</b>	<b>Percent of Total Staff</b>
Ector County	53.4%
Northside	52.3%
Pasadena	52.2%
<b>CCISD</b>	<b>51.5%</b>
Aldine	50.8%
McAllen	49.1%
Brownsville	45.8%
Laredo	38.5%

Source: AEIS 1996.

**Exhibit 4-5** illustrates the ethnic composition of CCISD's school-based certified staff. As the exhibit shows, while the ethnic composition of teachers is quite different from that of the student body, the ethnic composition of principals more closely mirrors the student population.

**Exhibit 4-5**  
**CCISD Students, Teachers, Assistant Principals, and Principals**  
**by Ethnicity (1997)**

<b>Ethnicity</b>	<b>Students</b>	<b>Teachers</b>	<b>Assistant Principals</b>	<b>Principals</b>
Anglo	25%	54%	49%	40%
Hispanic	68%	43%	40%	52%

African American	6%	4%	10%	8%
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*Source: CCISD Certified Personnel Report and Brief Facts.*

# Salaries and Benefits

Total budgeted payroll expenditures for CCISD for 1996-97 were about \$161 million. This includes \$146.8 million or 91 percent for salaries; \$342,700 or 0.2 percent for overtime payments; \$5.1 million or 3.2 percent for extra duty pay; and \$8.9 million or 5.6 percent for employee benefits. This 5.6 percent includes Social Security, Medicare, group health and life insurance, worker's compensation, unemployment insurance, teacher retirement, sick leave payoffs, and other employee benefits (Exhibit 4-6).

**Exhibit 4-6**  
**Payroll Detail**  
**1996-97**

Payroll Category	Amount	Percent of Total
Teachers	\$90,142,020	55.9%
Professional Personnel	\$24,035,972	14.9%
Substitutes	\$2,029,900	1.3%
Support Personnel	\$29,938,312	18.6%
Extra Duty Pay - Professional Employment	\$4,936,404	3.1%
Overtime	\$342,720	0.2%
Part-time	\$678,223	0.4%
Extra Duty Pay - Support Employees	\$193,014	0.1%
Social Security - Medicare	\$ 1,112,384	0.7%
Group Health & Life Insurance	\$ 3,822,039	2.4%
Worker's Compensation	\$ 1,613,629	1.0%
Unemployment Insurance	\$ 93,840	0.1%
Teacher Retirement	\$ 1,603,632	1.0%
Sick Leave Payoffs	\$579,600	0.4%
Other Employee Benefits	\$140,572	0.1%
<b>Total Payroll Expense</b>	<b>\$ 161,262,260</b>	<b>100%</b>

*Source: CCISD Budget, 1996-97.*

CCISD has salary schedules for certified personnel positions, administrative personnel positions, auxiliary personnel positions, and manual trade personnel positions. The certified personnel salary schedule incorporates separate schedules for teachers without certification, teachers with bachelor's degrees, and those with master's degrees. Stipends are available for employees with doctoral degrees, those who assume extra duty assignments, and those who teach core classes with more than the district's designated maximum number of students. The limit on the number of students in each core curriculum class is 22 students in grades Pre-K through 4, 29 students in grade 5, and 30 students in grades 6 through 12. Core curriculum classes are Math, Science, English, Reading, and Social Studies.

According to the Texas Education Code, all teachers and principals must be employed under either a probationary contract, a continuing contract, or a term contract. Probationary contracts are for teachers who are employed for the first time or who have not been employed by the district for two consecutive years. Each probationary contract cannot exceed one school year, but may be renewed for two additional one-year periods. If, during the third year of a contract, the board determines that it is unlikely that the teacher will be given a continuing contract, the board may extend the probationary contract for a fourth year. At the end of the fourth year, the district then must terminate the teacher or employ him or her under a continuing or term contract. Term contracts exist for a fixed term between a school district and a teacher.

Teachers employed under continuing contracts are entitled to continue in their positions until they resign or retire; are released from employment at the end of the school year as part of a necessary reduction in personnel; are discharged for "good cause"; are discharged for a reason stated in the teacher's contract, or are returned to probationary status. "Good Cause" means that the teacher has failed to meet accepted standards of conduct for the profession as generally recognized and applied in similarly situated school districts in Texas.

The Texas Education Code requires that all school employees receive a state minimum of five leave days per year with no limit on accumulation. The days are transferable among districts. The Education Code also allows districts to provide additional leave days beyond this minimum; school boards may adopt policies governing employees' use of these days. In addition to the five days of state leave, CCISD employees accumulate five to seven local leave days per year, depending on the number of days they work per year.



CCISD offers two health care packages to its employees--an Open Access plan and a Gatekeeper Plan. The primary difference between the two plans is how the insured can select doctors. Under the Open Access plan, an employee can go directly to any physician in the network. Under the Gatekeeper Plan, employees must first go to their primary care physician who can then refer them to another doctor in the network. The district purchases both health care packages from Principal Health Care of Texas. The cost of this health care coverage was \$7.7 million for the 1995-96 school year.

As **Exhibits 4-7 and 4-8** show, the majority of CCISD employees participate in the Open Access plan. While the cost of this plan is a little higher, the greater flexibility in selecting doctors appears to be popular with district employees.

**Exhibit 4-7**  
**CCISD Open Access Plan**  
**Number of Participants and Premium Rates**  
**For Plan Year 10/1/96 - Present**

<b>Coverage Level</b>	<b>Number of Participants</b>	<b>Premium Rate</b>	<b>District Contribution</b>	<b>Employee Cost</b>
Employee Only	1,798	\$120.90	\$90	\$30.90
Employee plus one	545	\$231.81	\$90	\$141.81
Employee plus Children	204	\$258.44	\$90	\$168.44
Family	620	\$338.61	\$90	\$248.61

*Source: CCISD Health Plan Rate History.*

**Exhibit 4-8**  
**CCISD Gatekeeper Plan**  
**Number of Participants and Premium Rates**  
**For Plan Year 10/1/96 - Present**

<b>Coverage Level</b>	<b>Number of Participants</b>	<b>Premium Rate</b>	<b>District Contribution</b>	<b>Employee Cost</b>
Employee Only	145	\$106.34	\$90	\$16.34

Employee plus one	43	\$203.90	\$90	\$113.90
Employee plus Children	19	\$227.33	\$90	\$137.33
Family	43	\$297.83	\$90	\$207.83

*Source: CCISD Health Plan Rate History.*

While the method of accessing doctors differs between the two programs, the services covered and the copayments are identical. **Exhibit 4-9** summarizes the more common services and copayments.

**Exhibit 4-9  
Summary of Copayments and Services**

<b>Type of Benefit</b>	<b>Description</b>	<b>Copayment Charge</b>
Physician Services	Office visits, routine gynecological exam and pap test, well child care, immunizations, newborn care, specialist services, allergy treatments, allergy testing	\$15 per visit
Maternity Services	Prenatal and postnatal physician services  Inpatient Hospital Care	\$15 per visit  20 percent of eligible expenses
Hospital - Inpatient	Room, board, services, supplies	20 percent of eligible expenses
Hospital - Outpatient - Emergency	Services	\$35 per visit, except no copayment charge will apply when inpatient admission occurs within 24 hours
Hospital - Outpatient - Non-Emergency	Services and supplies for pre-scheduled outpatient surgery and for pre-scheduled diagnostic tests	\$0

*Source: Various Principal Health Care of Texas Documents.*

CCISD's average teacher salary of \$33,936 is 6 percent higher than CCISD's peer group average and about 8 percent higher than the state average (**Exhibit 4-10**). These salaries do not include stipends or supplements.

**Exhibit 4-10**  
**Teacher Average Base Salaries**  
**1995-96**

District	Average Base Salary
<b>Corpus Christi</b>	<b>\$33,936</b>
McAllen	\$33,717
Northside	\$32,592
Laredo	\$32,432
Brownsville	\$32,277
Aldine	\$32,239
Pasadena	\$31,716
<b>State</b>	<b>\$31,400</b>
Ector County	\$28,907

Source: AEIS 1995-96.

CCISD salaries for teachers are closer to the peer group average within similar experience groupings. As **Exhibit 4-11** shows, CCISD ranks near the middle in each experience grouping.

**Exhibit 4-11**  
**Salaries by Years of Experience and Rankings Among Peer Districts**  
**1995-96**

District	More than 20 years	11-20 years	6 - 10 years	1- 5 years	Beginning
Northside	\$43,173 (1)	\$35,890 (4)	\$29,221 (7)	\$25,019 (7)	\$23,368 (6)
Brownsville	\$42,130 (2)	\$35,801 (5)	\$31,652 (3)	\$26,483 (3)	\$23,851 (3)
<b>Corpus</b>	<b>\$41,858 (3)</b>	<b>\$36,697</b>	<b>\$29,856</b>	<b>\$26,048</b>	<b>\$23,423</b>

<b>Christi</b>		<b>(3)</b>	<b>(4)</b>	<b>(5)</b>	<b>(5)</b>
Aldine	\$41,550 (4)	\$38,310 (1)	\$33,179 (1)	\$26,540 (1)	\$22,608 (7)
McAllen	\$41,321 (5)	\$36,946 (2)	\$32,310 (2)	\$26,493 (2)	\$26,013 (1)
Laredo	\$41,285 (6)	\$34,473 (6)	\$29,661 (5)	\$25,175 (6)	\$23,762 (4)
Pasadena	\$40,098 (7)	\$34,341 (7)	\$29,312 (6)	\$26,323 (4)	\$23,994 (2)
Ector County	\$35,649 (8)	\$32,599 (8)	\$27,904 (8)	\$22,430 (8)	\$22,349 (8)
<b>Average</b>	<b>\$40,883</b>	<b>\$35,632</b>	<b>\$30,387</b>	<b>\$25,564</b>	<b>\$23,671</b>

*Source: AEIS 1995-96.*

## **FINDING**

Salary levels within the experience groups appear to be reasonable, particularly in light of the percent of district teachers with master's degrees. **Exhibit 4-12** describes the education level of teachers in CCISD and its peer districts. As the exhibit shows, CCISD has the highest percent of teachers with master's degrees.

### **Exhibit 4-12 Teachers by Degree 1995-96**

<b>District</b>	<b>No Degree</b>	<b>Bachelors</b>	<b>Masters</b>	<b>Doctorate</b>
<b>CCISD</b>	<b>2.8%</b>	<b>53.3%</b>	<b>43.6%</b>	<b>0.3%</b>
Northside	0.1%	60.8%	38.9%	0.2%
Pasadena	2%	73.1%	24.5%	0.5%
McAllen	1.2%	76%	22.6%	0.1%
Aldine	12.2%	66.7%	20.9%	0.1%
Laredo	0.9%	79.8%	19.2%	0.1%
Brownsville	0.1%	83.2%	16.4%	0.4%
Ector County	0%	89.4%	10.6%	0%

<i>Peer District Average</i>	2.4%	75.6%	21.9%	0.2%
<i>State</i>	1%	71.6%	26.9%	0.4%

Source: AEIS 1995-96.

CCISD's teaching staff has more experience than those in its peer districts. **Exhibit 4-13** compares CCISD's average years of teacher experience to its peer districts.

**Exhibit 4-13**  
**Teacher Average Years of Experience**  
**CCISD and Peer Districts**  
**1995-96**

District	Average Years of Experience
<b>Corpus Christi</b>	<b>13.4</b>
Laredo	12.9
Ector County	12.1
McAllen	12.0
Northside	11.9
Pasadena	11.6
Brownsville	10.6
Aldine	9.5
<i>Peer District Average</i>	<i>11.5</i>
<i>State Average</i>	<i>11.7</i>

Source: AEIS 1995-96.

**Exhibit 4-14** presents additional detail about the district's level of teaching experience as compared to peer districts. As the exhibit shows, CCISD has the highest percentage of teachers with 11-20 years of experience (34 percent); the second-highest percentage of teachers with more than 20 years of experience (23 percent); and the lowest percentage of beginning teachers (2 percent).

**Exhibit 4-14**  
**Teachers By Years of Experience**  
**1995-96**

District	Beginning	1-5 Years	6-10 Years	11-20 Years	20 Years
Corpus Christi	2%	23%	18%	35%	23%
Laredo	4%	27%	13%	33%	23%
Northside	6%	26%	17%	32%	19%
McAllen	6%	24%	19%	32%	19%
Brownsville	5%	31%	21%	30%	13%
State	6%	27%	18%	30%	19%
Pasadena	7%	28%	16%	28%	20%
Ector County	7%	30%	20%	26%	17%
Aldine	9%	36%	16%	26%	13%

*Source: AEIS 1995-96.*

### COMMENDATION

**CCISD has very experienced and educated teachers.**

### FINDING

CCISD's overtime costs totaled almost \$510,000 in the 1995-96 school year. Of this total, \$193,676 was spent for Plant Maintenance and Operations, \$108,497 for Student Transportation, \$73,603 for Food Services, and \$23,234 for Security Services.

**Exhibit 4-15** shows the district's overtime costs for 1995-96. These costs represent 2.2 percent of the Plant Maintenance and Operations payroll, 7.8 percent of the Student Transportation Payroll, 1.69 percent of the Food Services payroll, and 6.47 percent of the Security Services payroll.

**Exhibit 4-15  
Overtime Costs  
1995-96**

Functional Area	Overtime Costs for 1995-96	Payroll	Overtime as a Percent of Payroll
Instructional	\$30,762	\$106,303,384	.03%
Instructional Resource and Media Services	\$3,142	\$2,780,491	.11%

Instructional Leadership	\$2,221	\$4,359,596	.05%
School Leadership	\$2,123	\$10,434,524	.02%
Social Work Services	0	\$662,109	.00%
Student Transportation	\$108,497	\$1,398,576	7.76%
Food Service	\$73,603	\$4,363,150	1.69%
Co-Curricular Activities	\$46,570	\$2,185,507	2.13%
General Administration	\$17,821	\$3,244,287	0.55%
Plant Maintenance and Operations	\$193,676	\$8,915,505	2.17%
Security Services	\$23,234	\$358,840	6.47%
Data Processing Services	\$7,814	\$660,331	1.18%
Community Services	\$219	\$1,160,391	0.02%
<b>Total</b>	<b>\$509,682</b>	<b>\$146,826,691</b>	<b>0.35%</b>

*Source: Overtime Report from CCISD Budget.*

In some areas, these overtime costs maybe due in part to the short work year of employees in these positions. For example, CCISD maintenance personnel have shorter work years than those in the peer districts (**Exhibit 4-16**). While only four CCISD employees work fewer than 230 days, even the maximum work year of 236 days for the district's maintenance staff is four to 24 days shorter than the equivalent work year in the peer districts. CCISD's overtime costs make it apparent that its present system of work years is inadequate.

**Exhibit 4-16  
Custodian Work Day Range  
CCISD and Peer Districts  
1996-97**

<b>Position</b>	<b>CCISD</b>	<b>Northside</b>	<b>Laredo</b>	<b>Pasadena</b>	<b>McAllen</b>
	Day Range	Maximum Days	Days	Day Range	Days
Custodian	173-236	240	240	176 - 240	260
Head Custodian Elementary	173-236	240	240	176 - 240	260

Head Custodian Middle School	173-236	240	240	176 - 240	260
Head Custodian Senior High School	173-236	240	240	176 - 240	260

*Source: CCISD Salary Schedule, Northside Compensation Handbook, 1996-97 Pasadena Salary Schedule Booklet, and Telephone Interviews with Laredo and McAllen officials.*

Given that overtime pay costs the district 1.5 times as much as normal hourly salaries, the \$193,676 spent on maintenance overtime costs could have bought considerably more in maintenance services if CCISD's contracts allowed more work days per year. For instance, assuming a maintenance worker earns an average of \$7 per hour and works eight hours per day, the \$193,676 spent on maintenance overtime could purchase an additional 3,459 days worth of work if the additional days were included in the district's contracts.

**Recommendation 40:**

The district should reduce overtime and raise the annual number of days worked for positions now accounting for excessive overtime hours.

The executive director of the Department for Personnel and Administrative Services should assess overtime expenditures and work with the directors of each area with excessive overtime costs to determine why overtime is needed. The executive director should work with these directors to limit the amount of overtime needed and determine how many days should be added to contracts and how many positions would be affected by this increase.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The executive director of the Department for Administrative and Personnel Services determines where overtime costs are being spent.	October 1997
2. The executive director of the Department for Administrative and Personnel Services works with the directors of the areas that use the most overtime to determine how overtime can be reduced, how many positions should have their contracts extended, and by how many days the contracts should be extended.	November 1997
3. The executive director of the Department for Administrative and Personnel Services works with the appropriate area directors to revise the select number of contracts by the appropriate number of	December 1997



days.	
4. The executive director of the Department for Administrative and Personnel Services should monitor overtime expenditures.	On Going

**FISCAL IMPACT**

The areas that are the most likely candidates for longer contracts and reduced overtime costs are Food Services, Transportation, and Plant Maintenance and Operations. In 1995-96, the district spent \$375,776 on overtime in these three areas. (An examination of unaudited 1996-97 budget figures indicates that this pattern continues.) Assuming that these employees receive about \$7 per hour, or \$10.50 per hour of overtime, this expenditure purchased about 35,800 hours of overtime. These calculations assume that overtime can be reduced to 7,000 hours, saving \$302,300. To meet the district's need for additional work, the district could add an additional 16,000 hours to its contracts. At \$7 per hour, these additional hours would cost the district \$112,000. Offsetting the \$302,300 savings with the additional \$112,000 cost would produce a net savings to the district of \$190,300 per year beginning in January 1998.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Extend contracts and reduce amount of overtime	\$95,150	\$190,300	\$190,300	\$190,300	\$190,300

**FINDING**

CCISD has 454 teachers and 188 other certified staff members--primarily administrators--with 20 or more years of experience (**Exhibit 4-17**). This means that about 20 percent of the district's total number of certified staff could be close to, or eligible for, retirement.

**Exhibit 4-17  
CCISD Certified Staff Close to Retirement  
1996-97**

<b>Years of Experience</b>	<b>Teachers</b>	<b>Non-Teaching Certified Staff</b>
20	41	10
21	28	18
22	21	5

23	41	7
24	32	15
25	43	18
26	38	12
27	51	10
28	24	15
29	36	15
30 or more	99	63
<b>Total</b>	<b>454</b>	<b>188</b>

*Source: CCISD Retirement Report.*

The Teacher's Retirement System of Texas (TRS) administers a defined benefit pension plan for school district employees. Under this plan, the state pays retirees a retirement annuity based on a benefit formula that uses the employee's years of service, multiplied times a benefit rate of 2 percent for each year of service, times the average of the three highest salaries.

Prior to September 1997, TRS members were eligible for full or normal retirement only at age 65 with five or more years of service, age 60 with 20 or more years of service, or age 50 with 30 or more years of service. As of September 1, 1997, TRS members with any combination of age and years of service equal to 80 are eligible to retire. Members also are able to retire early with reduced benefits.

Because CCISD has a significant number of staff with 20 years or more of service, the district must carefully plan for the future by using tools that assist in the controlled exit of experienced staff and the careful replacement of those retiring positions. One tool effectively used by other school districts is retirement incentive plans.

The most common form of retirement incentive plans provides financial incentives for a district's most experienced, highly paid employees to retire early. Retirement incentives also can be financially beneficial to the district by reducing payroll costs. Districts, however, must carefully consider all aspects of an retirement incentive such as weighing the benefits of offering an incentive against the all possible negative impacts, and understanding the legal issues surrounding a plan.

Several Texas school districts have successfully implemented retirement incentives. Some districts have offered lump-sum payments of up to 100 percent of an employee's salary payable in installments over a two- to four-year period. In 1993-94, Ector County ISD offered employees who are 55 years old with 25 years of service with TRS, and at least 10 years of service with Ector County ISD a cash incentive equal to 27 percent of the employee's salary to retire. Sixty-six employees retired under the incentive plan which resulted in a net savings of \$293,106 over four years. Employees of La Marque ISD with 20 years of service with TRS, and at least 10 years of service with the district were eligible to participate in the early separation incentive. Employees were offered a full-year's pay with provisions for the payment of unused sick leave. Thirty-three percent of eligible staff participated in the program and the district estimates \$1 million in savings over five years. Other school districts that have offered incentive plans include Amarillo ISD, Arlington ISD, Friendswood ISD, Memphis ISD, McLean ISD, and Pasadena ISD.

**Recommendation 41:**

**Offer a retirement incentive program to all employees.**

The district should offer an incentive to all TRS eligible certified employees willing to retire at the end of the school year who inform the district of their intentions by March of that year so that the district can prepare for the necessary hiring. The incentive should equal half of the individual's annual salary, to be paid out over two years.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The executive director of the Department for Administrative and Personnel Services works with the directors of Certified Personnel, the director of Personnel Support Services, and the Assistant Superintendents of Business and Administration and of Instruction and Operations to develop a retirement policy based on other successful retirement incentive programs.	January 1998 - March 1998
2. The CCISD Board of Trustees approves the retirement incentive policy.	April 1998
3. The executive director of the Department for Administrative and Personnel Services review the list of district employees with creditable service in TRS and determine the appropriate age and length of service for employees to be eligible for the retirement plan.	May 1998
4. The executive director of the Department for Administrative and Personnel Services informs eligible employees about the details of the retirement opportunity.	May 1998

5. The Department for Administrative and Personnel Services receives names of all interested employees.	June 1998
6. Implement Early Retirement Program	July 1998 - August 1998
7. The directors of the Certified Personnel Offices work with principals to replace retiring employees.	July 1998 - August 1998

## **FISCAL IMPACT**

For purposes of this discussion, the review team used CCISD's Retirement Report to assume that all employees with at least 20 years of service would be eligible for the plan; all positions currently occupied would be refilled.

According to the CCISD Retirement Report , there are 642 employees eligible for retirement as of 1994-95 or 1996-97. Employees retiring under the incentive would receive an amount equal to half their annual salary distributed over a two-year period.

To be conservative, the average salary for CCISD teachers with 20 or more years of experience was used as the average salary for all eligible employees; the average salary, including benefits, for CCISD employees with more than 20 years of service is \$44,370. Lump sum payments, however, would likely be based on each employee's salary base at the end of the 1997-98 school year. Key assumptions in the fiscal estimate include the following:

- 642 CCISD employees are eligible to participate in the plan;
- The average salary for eligible employees is \$41,858; adding benefits increases the average salary to \$44,370 ( $\$41,858 * 6 \text{ percent} = \$2,512 + \$41,858 = \$44,370$ );
- An estimated 20 percent of eligible employees (128 employees) will elect to participate in the plan. Salaries for these employees total \$5.6 million ( $128 \text{ employees} * \$44,370 = \$5.6 \text{ million}$ );
- Participants will receive a lump sum payment of 50 percent of salary, payable in two annual installments of \$11,093 per year per employee ( $\$44,370 * 50 \text{ percent} = \$22,185 / 2 \text{ years} = \$11,093 \text{ per year per employee}$ );
- The district's lump sum cost for participants would be \$1.4 million per year ( $128 \text{ employees} * \$44,370 * 50 \text{ percent} = \$2.8 \text{ million} / 2 \text{ years} = \$1.4 \text{ million per year}$ );

- 128 new hires will replace retiring employees. The district, however, should evaluate each position before refilling it. The district will spend \$3.1 million on new hires' salaries (128 new hires \* \$24,828 = \$3.1 million).
- Benefits are included in the new hires' salaries.

CCISD may incur additional costs for accrued sick leave, but this amount should be capped for each employee based on a finite number of days at a reduced daily rate. These costs are not included in this estimate, but should not exceed \$50 per day per employee.

**Exhibit 4-18  
Fiscal Impact of Early Retirement**

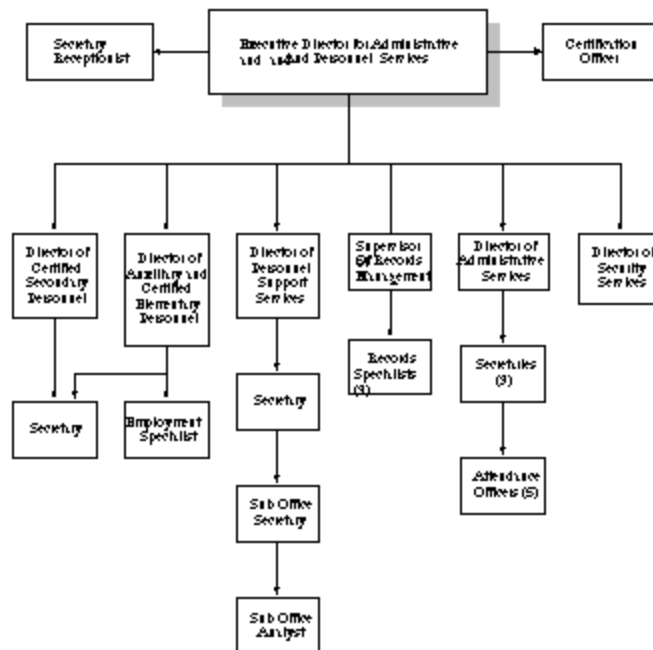
	<b>1997-98</b>	<b>1998-1999</b>	<b>1999-2000</b>	<b>2000-2001</b>	<b>2001-2002</b>
Employees accept plan	\$0	\$5,679,360	\$5,679,360	\$5,679,360	\$5,679,360
Lump sum payment to employees accepting plan	0	(1,419,840)	(1,419,840)	-0-	-0-
Hire new employees to replace employees accepting plan	0	(3,177,984)	(3,177,984)	(3,177,984)	(3,177,984)
<b>Net Savings</b>	<b>\$0</b>	<b>\$1,081,536</b>	<b>\$1,081,536</b>	<b>\$2,501,376</b>	<b>\$2,501,376</b>

# Personnel Management and Operations

## CURRENT SITUATION

Personnel is organized into seven major areas: the Office of the Executive Director; Secondary Certified Personnel; Elementary Certified Personnel and Auxiliary Personnel; Personnel Support Services; Records Management; Administrative Services; and Security Services (**Exhibit 4-19**).

**Exhibit 4-19**  
**Department for Personnel and Administrative Services Organization Chart**



*Source: Department for Administrative and Personnel Services.*

The roles of these offices, other than Security Services, are described in **Exhibit 4-20**. (Security Services is discussed in the Safety and Security chapter.) The only traditional human resource function not located in Personnel is Staff Development.

**Exhibit 4-20**  
**Roles and Responsibilities of Personnel Functions**

Office	Responsibilities		
Office of the Executive Director	<ul style="list-style-type: none"> <li>• Advertisement of certified vacancies</li> <li>• Board transmittals</li> <li>• Data entry of applicant information</li> <li>• Employee negotiations</li> <li>• Employee recognitions</li> </ul>	<ul style="list-style-type: none"> <li>• FMLA requests</li> <li>• Job line</li> <li>• Personnel directory information</li> <li>• Professional applicants</li> <li>• Records management</li> <li>• Recruitment</li> <li>• EE05 report</li> </ul>	<ul style="list-style-type: none"> <li>• Salary schedules handbook</li> <li>• Salary placements/concerns</li> <li>• Temporary disability requests</li> <li>• Terminations</li> <li>• TTAS guidelines</li> <li>• Work year schedules</li> </ul>
Office of Certified Personnel	<ul style="list-style-type: none"> <li>• Board transmittals</li> <li>• Certification</li> <li>• Contracts</li> <li>• Data sheets</li> <li>• Evaluations</li> <li>• Evening school</li> <li>• Leaves of absence</li> <li>• Post vacancies</li> </ul>	<ul style="list-style-type: none"> <li>• Mentor program</li> <li>• Microfilm and shred inactive files over five years old</li> <li>• New teacher orientation</li> <li>• Over-sized class stipends</li> </ul>	<ul style="list-style-type: none"> <li>• Reassignments</li> <li>• Salary placements</li> <li>• Salary statements</li> <li>• Service records</li> <li>• Shred applications over two years old</li> <li>• Sick leave</li> <li>• PEIMS</li> </ul>
Office of Auxiliary Personnel	<ul style="list-style-type: none"> <li>• Applications for paraprofessional and secretary certificates</li> <li>• Employee orientations</li> <li>• Employment verifications</li> <li>• Evaluations</li> <li>• Evening</li> </ul>	<ul style="list-style-type: none"> <li>• Staffing</li> <li>• Terminations</li> <li>• Service records</li> <li>• Summer school</li> <li>• Evening school</li> <li>• Reassignments</li> <li>• Leave requests</li> <li>• Auxiliary salary placements</li> </ul>	<ul style="list-style-type: none"> <li>• Letters of reasonable assurance of employment</li> <li>• Stipends</li> <li>• Temporary employment</li> <li>• Unemployment</li> <li>• Salary statements</li> </ul>

	<ul style="list-style-type: none"> <li>school</li> <li>Hearings</li> </ul>		
Personnel Support Services	<ul style="list-style-type: none"> <li>Employee of the Month</li> <li>Employee orientations</li> <li>Employee wellness retirements</li> <li>Insurance</li> <li>Pre-retirement seminar</li> <li>Retirements</li> <li>Teacher of the Year</li> </ul>	<ul style="list-style-type: none"> <li>Retirement banquet</li> <li>Sick leave bank</li> <li>Substitute office</li> <li>Various handbooks and brochures</li> <li>Employee assistance program coordination</li> <li>COBRA/HIPAA administration</li> </ul>	<ul style="list-style-type: none"> <li>Cafeteria plan administration</li> <li>Unemployment compensation administration</li> <li>District-level planning and decision-making committee election process</li> </ul>
Records Management	<ul style="list-style-type: none"> <li>Maintain current and complete records of certified and auxiliary employees</li> <li>Maintain up-to-date applicant lists</li> </ul>	<ul style="list-style-type: none"> <li>Enter data related to personnel</li> <li>Provide timely responses to information requests</li> <li>Manage leave requests</li> </ul>	<ul style="list-style-type: none"> <li>Ensure timely return of requested documents</li> <li>Record transfer and reassignment requests</li> <li>Initiate all personnel status changes</li> </ul>
Certification Officer	<ul style="list-style-type: none"> <li>Verification of credentials/certifications for recommended applicants</li> <li>Monitoring of teacher permits</li> </ul>	<ul style="list-style-type: none"> <li>Establishment of appropriate records for administrators, teachers, support staff</li> <li>Review of job descriptions to ensure credentials/certification</li> </ul>	<ul style="list-style-type: none"> <li>Oversight of clerical and paraprofessional certification requirements</li> <li>Prepare purchase orders for teacher permits</li> </ul>
Administrative Services	<ul style="list-style-type: none"> <li>Coordination of support</li> </ul>	<ul style="list-style-type: none"> <li>Coordination for support</li> </ul>	<ul style="list-style-type: none"> <li>Coordination of support</li> </ul>



	functions for enrollment	functions for attendance	functions for discipline management
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Source: Department for Administrative and Personnel Services.

The 1996-97 budget for the personnel functions of Department for Administrative and Personnel Services, other than Office of Security Services, was \$910,320 (**Exhibit 4-21**). This included \$121,580 for the Executive Director's Office, \$303,128 for Administrative Services, and \$485,612 for other personnel offices including the Office of Secondary Certified Personnel, the Office of Elementary Certified Personnel, and the Office of Personnel Support Services.

**Exhibit 4-21**  
**Department for Administrative and Personnel Services Budget**

Department	1995-96 Budget	1996-97 Budget
<b>Executive Director - Total</b>	<b>\$127,005</b>	<b>\$121,580</b>
<i>Payroll</i>	<i>\$123,605</i>	<i>\$119,680</i>
<i>Other Operating</i>	<i>\$3,400</i>	<i>\$1,900</i>
<b>Administrative Services - Total</b>	<b>\$296,141</b>	<b>\$303,128</b>
<i>Payroll</i>	<i>\$261,593</i>	<i>\$268,580</i>
<i>Supplies and Materials</i>	<i>\$13,014</i>	<i>\$13,014</i>
<i>Other Operating</i>	<i>\$21,534</i>	<i>\$21,534</i>
<b>Other Human Resource Functions within the Department for Personnel and Administrative Services - Total</b>	<b>\$493,510</b>	<b>\$485,612</b>
<i>Payroll</i>	<i>\$403,273</i>	<i>\$392,125</i>
<i>Supplies and Materials</i>	<i>\$51,900</i>	<i>\$52,900</i>
<i>Other Operating</i>	<i>\$37,637</i>	<i>\$40,587</i>
<i>Land/ Building/ Equipment</i>	<i>\$700</i>	<i>\$0</i>
<b>Total Human Resource Functions within the Department for Personnel and Administrative</b>	<b>\$916,656</b>	<b>\$910,320</b>

<b>Services - Total</b>		
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*Source: CCISD Budget 1996-97.*

Total district staffing has adjusted proportionally with total student enrollment, and Personnel Department staffing has adjusted proportionally with total district staff (**Exhibit 4-22**). Total district staff has remained around 11.4 percent of total student enrollment and Personnel Department staff has remained at 0.5 percent of total district staff.

**Exhibit 4-22  
CCISD Enrollment and Staff FTEs**

	<b>1994-95</b>	<b>1995-96</b>	<b>1996-97</b>
Total student enrollment	42,374	41,902	41,624
Total district Staff FTEs	4,877	4,788	4,717
Total District staff as a percent of total student enrollment	11.5%	11.4%	11.3%
Department for Administrative and Personnel Services staff FTEs (including administrative services, excluding Security Staff)	28	22	24
Department for Administrative and Personnel Services staff as a percent of total district staff	0.57%	0.46%	0.51%

*Source: CCISD Department for Administrative and Personnel Services and AEIS.*

The Department for Administrative and Personnel Services is responsible for the recruiting and hiring of school district employees. Its recruiting activities include sending letters and applications to upcoming college graduates, particularly in areas of math, music, and special education, where there is a special need; attending job fairs; and conducting interviews at colleges and universities. Before March 1997, the department had no specific budget for these activities. With its new recruiting budget of \$10,000, the district plans to expand its recruiting activities by attending more job fairs and visiting additional colleges and universities. In addition to its own staff, Personnel relies on principals and other district employees to attend recruiting events.

Before March 1997, the Office of Certified Personnel was responsible for hiring and processing certified personnel; the Office of Auxiliary

Personnel was responsible for hiring and processing auxiliary personnel. Beginning in March 1997, the responsibilities for certified personnel were redistributed between the two offices, The Office of Certified Personnel became the Office of Secondary Certified Personnel, while the Office of Auxiliary Personnel became the Office of Elementary Certified and Auxiliary Personnel.

When the Department for Administrative and Personnel Services is notified of a vacancy or upcoming vacancy, the director of the appropriate office updates the vacancy log. These vacant positions are advertised as they come up in the *Intercom*, the district newsletter, and on the Internet. If the opening is for an administrator, or the district is in dire need to fill the position, an advertisement also will be placed in newspapers.

When the offices receive applications, the directors send a letter to the applicant acknowledging the application's receipt and instructing the applicant to schedule an interview. The directors then meet and interview all applicants, check their credentials, and tell them about the hiring process.

For teaching positions, the directors receive applications and conduct interviews on an ongoing basis. All applicants meeting the qualifications are put on a list that is forwarded to principals as positions become vacant. The directors also assign each candidate a rating during the interview.

While these ratings are not forwarded to principals as part of the applicant list, principals can call the directors to discuss which candidates are the most promising. The principal reviews the list and contacts individuals for further interviews. Once principals decide who to hire, they notify the director, who makes the offer of employment.

Other certified positions follow a similar process, but these applications usually are received in response to particular job postings. Again, the appropriate director acknowledges the applications and interviews the candidates. Qualified candidates are forwarded to the appropriate department for further consideration.

The hiring process for auxiliary positions also is similar. The office advertises vacant positions and receives applications. If the application is for a food service or a custodial position, the application is sent directly to the appropriate department without screening. For other auxiliary positions, the office screens the candidate to ensure he or she meets the minimum requirements. Qualified candidates then are sent to the appropriate department. Once the department has identified the applicant it wants to hire, the director of the office makes the job offer.

Changes in campus staffing levels are determined each year based on projected changes in student enrollment. **Exhibit 4-23** presents the steps involved with the annual reassignment of teachers due to changing student enrollment.

**Exhibit 4-23**  
**Steps in Reassignment of Teachers**

Step	Action
1	Establish dates with principals to review staffing levels and needs.
2	Identify number of teachers who will be reassigned due to projected enrollment.
3	Solicit volunteers first by specific teaching field where reduction will take place.
4	<p>Activate procedures in accord with Administrative Regulations:</p> <ol style="list-style-type: none"> <li>1. Staff reduction by school campus shall be in reverse order of seniority by specific teaching field.</li> <li>2. Personnel who receive a stipend for extra duties or for sponsoring an extracurricular activity at that campus may be exempt from reassignment. A bona fide effort to find a replacement from among campus faculty members for the person facing reassignment shall be made by the principal before recommending to the Office of Certified Personnel that the exemption provision be invoked.</li> </ol>
5	Teachers who have been displaced shall be exempt until the end of the second year at the current campus.
6	Provide list of displaced teachers to all principals with Special Emphasis principals having selection priority.
7	Request recommendations two weeks from date of list provided.

*Source: CCISD Staffing Information Notebook.*

The Department for Administrative and Personnel Services manages substitutes through its Substitute Office, which is part of the Personnel Support Services Office. The Substitute Office uses an automated system to manage requests for and placement of substitutes. When a teacher is unable to work, he or she calls the automated system and registers the need for a substitute. The system then begins calling potential substitutes until it finds one that will accept the position. On days when there is a particularly high demand for substitutes and the computer cannot fill

positions quickly enough, two staff people in the Substitute Office will make phone calls to help the computer fill positions more quickly. An average of 260 substitutes are requested each day and about 98 percent of these positions are filled.

The Office of Staff Development under the Division of Instruction and Operations is staffed by a coordinator for Staff Development, a clerk, and a secretary. This office plans and implements two districtwide staff development days each year and coordinates and tracks other training provided throughout the district. In addition to these two districtwide staff development days, CCISD teachers receive four school-based staff development days. Schools are responsible for the planning and implementation of their own staff development days so that training at each campus supports the campus action plan. CCISD's staff development is consistent with state law requiring such training to be predominantly school-based, related to school performance, and developed at the school level. In addition to districtwide and school-based training, various district departments offer additional staff development opportunities. For districtwide training, school-based training and department training, CCISD spends almost \$2.9 million a year. **Exhibit 4-24** describes the staff development budgets for each of the district's departments.

**Exhibit 4-24**  
**CCISD Staff Development Budget**  
**1996-97**

<b>Department</b>	<b>Budget</b>
High Schools	\$74,677
Middle Schools	\$79,400
Elementary Schools	\$173,849
Office of Academics	\$12,000
Executive Director	\$12,500
Instructional Technology	\$35,000
Career and Technology	\$68,672
State Compensatory Education	\$360,084
Bilingual Education	\$60,115
Grants and Special Programs	\$1,679,983
Special Education	\$54,828

Staff Development	\$274,749
<b>Total</b>	<b>\$2,885,857</b>

Source: CCISD Division of Instruction and Operations.

## FINDING

CCISD has worked with local unions to establish a process for dealing with poorly performing staff members. Under this process, as long as the district follows the appropriate steps--oral notification, written notification, suspension, termination--and effectively documents poor performance, the union will work with the district and employee to improve his or her performance. If the employee's performance does not improve sufficiently, the union works with the district to find the worker other employment. The district terminated six teachers during the 1996-97 school year.

While this process has proven itself, not all CCISD principals and managers take the appropriate steps to pursue termination. According to one union representative, the union would be eager to work with the district on staff problems, but district managers must be willing to document poor performance. Many managers and some principals believe that the unions make termination proceedings too difficult, and so they do not attempt to document poor performance. **Exhibit 4-25** is a reproduction of two actual employee evaluations. These evaluations indicate that the employee's performance is satisfactory or better. However, the supervisors of both individuals stated that the workers are not capable of performing their job activities adequately, but the managers have not properly documented their performance because of anticipated union intervention.

### **Exhibit 4-25** **Sample Auxiliary Employee Performance Appraisals** **1995-96**

<b>Employee #1</b>					
	Exceptional	Above Average	Satisfactory	Needs Improvement	Unsatisfactory
Quality of Work			x		
Quantity of Work		x			
Knowledge of		x			

Work					
Dependability	x				
Attitude Toward Work	x				
Adaptability			x		
Cooperation	x				
Initiative			x		
Judgment		x			
Interpersonal Skills			x		
Professionalism		x			
Safety Habits		x			
Supervision of students or other employees			x		

**Employee #2**

	Exceptional	Above Average	Satisfactory	Needs Improvement	Unsatisfactory
Quality of Work			x		
Quantity of Work			x		
Knowledge of Work			x		
Dependability		x			
Attitude Toward Work		x			
Adaptability		x			
Cooperation		x			
Initiative			x		

Judgment			x		
Interpersonal Skills		x			
Professionalism		x			
Safety Habits			x		
Supervision of students or other employees				x	

*Source: Personnel Files.*

#### **Recommendation 42:**

#### **Improve documentation of performance for administrative and clerical positions.**

The executive director of Personnel should work with the president of the union to communicate to district managers the union's willingness to work with the district in addressing poor employee performance. Personnel should continue to emphasize to its managers the importance of documenting performance and should provide ongoing assistance to managers and principals as needed. The department also should monitor annual evaluations to assess the extent to which managers are documenting performance appropriately.

#### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The executive director of the Department for Administrative and Personnel Services and the president of the local union meet to develop a letter to communicate to district staff a plan for documenting performance and working with the union to address performance.	October 1997
2. The executive director of the Department for Administrative and Personnel Services and the directors of the Certified Personnel and Auxiliary Personnel offices hold meetings with all managers and principals to explain the importance of documenting performance.	November 1997
3. The Department for Administrative and Personnel Services includes the message when the evaluation packets are distributed.	March 1998
4. The executive director of the Department for Administrative and	April 1998



Personnel Services monitors the documentation of performance.	
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## **FISCAL IMPACT**

This recommendation can be implemented with no fiscal impact.

## **FINDING**

The functions of the Department for Personnel and Administrative Services are manually intensive. Basic employee information required for processing payroll and leave is automated, as is the substitute function. Other than these areas, the office relies primarily on paper files and the occasional word processing document or spreadsheet.

Pentamation, the district's new computer system, will change this situation. The new system will streamline a number of basic human resource functions by improving current automation and automating additional processes including:

- accessing information and reports.
- changing employee records.
- tracking employee skills, evaluations, education and job history.
- maintaining information on teaching assignments.
- tracking candidates through the application process.
- monitoring position vacancies.
- maintaining benefit information.

The system also will streamline the functions of the Administrative Services Office, including:

- student registration.
- discipline information.
- student scheduling.
- class attendance.

### **Recommendation 43:**

Upon implementation of Pentamation, eliminate one records specialist position from Records Management and one secretarial position from Administrative Services.

Improved automation will allow the Department for Administrative and Personnel Services to operate more efficiently and reduce its number of employees. The two most likely areas for staff reduction are records management and administrative services. Records management is currently staffed by one supervisor of records management and three

records specialists and is primarily responsible for maintaining personnel data. Since Pentamation will be accessible by a broader number of users for data entry and inquiries and will facilitate data entry and maintenance, it should be possible to reduce the records management staff by one records specialist. The Office of Administrative Services is staffed by a director, three secretaries and six attendance officers and is primarily responsible for coordinating support functions for enrollment, attendance, and discipline. The student information component of Pentamation should allow the Office of Administrative Services to function successfully with one less secretary.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The executive director of the Department for Administrative and Personnel Services ensures that staff are adequately trained on Pentamation.	January 1999 - May 1999
2. The executive director of the Department for Administrative and Personnel Services eliminates one record specialist position and one administrative services secretary position.	August 1999

### **FISCAL IMPACT**

The secretary in Administrative Services has an annual salary of about \$22,000. Assuming that benefits are about 6 percent, the district can save \$23,320 annually by eliminating this position.

Assuming that the records specialist is a pay grade C03 with an annual salary of about \$20,000 per year, and assuming 6 percent benefits, the district can save \$21,200 annually by eliminating this position.

These savings will not be realized until Pentamation is fully implemented, and, it is possible that the positions could be eliminated through attrition.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Eliminate two positions due to automation.	\$0	\$0	\$44,520	\$44,520	\$44,520

### **FINDING**

While Personnel has objectives and tasks that define responsibilities for each of its areas, the department has no mission or goals that establish a vision for its areas and no specific objectives or performance targets to allow the department to assess its progress. Objectives and tasks which

have been documented identify ongoing responsibilities rather than specific, measurable objectives with timeframes and individuals responsible for their completion. Without a mission, goals, objectives and performance targets, the department will have difficulty setting a direction, evaluating progress and measuring performance.

**Recommendation 44:**

Develop a mission and goals for the Department for Administrative and Personnel Services.

The Department for Administrative and Personnel Services and each of its offices should work together to develop a mission, goals, objectives and performance measures. The mission should establish a high-level vision for the department that supports the district's mission. The objectives should be specific, identify timeframes for completion, and identify the person(s) responsible for the completion. The performance measures should be measurable so that progress can be assessed. Exhibit 4-26 presents a few sample performance measures.

**Exhibit 4-26  
Sample Performance Measures for Personnel Management**

Category	Measure
Hiring	<ul style="list-style-type: none"> <li>• 95 percent of all teacher vacancies will be filled within 30 days.</li> </ul>
Substitutes	<ul style="list-style-type: none"> <li>• 90 percent of all absent positions with absent teachers will be filled with a substitute by 9 am.</li> <li>• 98 percent of all absent positions will be filled with a substitute by 11 am.</li> </ul>
Recruiting	<ul style="list-style-type: none"> <li>• 30 resumes will be collected at each job fair and recruiting event.</li> </ul>

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The executive director of the Department for Administrative and Personnel Services conducts meeting(s) with the managers within the department to identify mission.	September 1997
2. The executive director of the Department for Administrative and	October

Personnel Services conducts meeting(s) with the managers within the department to identify goals and objectives.	1997
3. The executive director of the Department for Administrative and Personnel Services conducts meeting(s) with the managers within the department to identify performance measures.	November 1997
4. The executive director of the Department for Administrative and Personnel Services uses performance measures to report on the progress the department has made towards achieving its goals.	May 1998

### **FISCAL IMPACT**

This recommendation can be implemented at no additional cost to the district.

## Chapter 5

# Facilities Use and Management

This chapter examines CCISD's facilities use and management in four sections:

Facilities Planning  
Construction Management  
Maintenance and Custodial Operations  
Energy Management

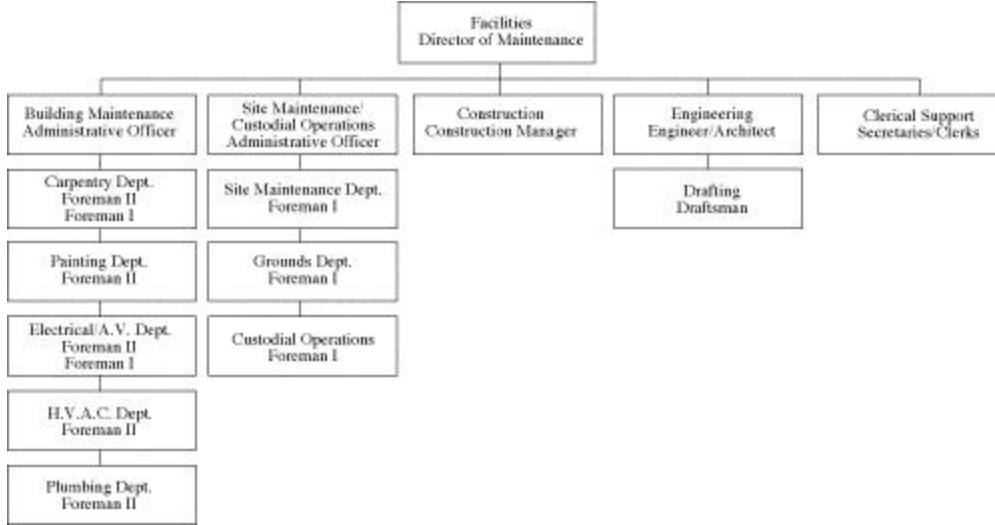
The review team found that CCISD does not adequately plan for the construction and repair of its facilities because it lacks a long-range facilities master plan. This has resulted in projects that do not meet the district's critical needs. In addition to developing a master plan the district should explore ways to completely upgrade its highest priority facilities.

Other recommendations call for the adjustment of attendance zones to maximize the use of current facilities; a reduction in the use of temporary buildings; reexamination of the role of the coordinating architect; districtwide implementation of custodial zones to improve the efficiency of custodial operations; and additional retrofit projects to reduce energy consumption.

### **CURRENT SITUATION**

CCISD's Office of Maintenance maintains 80 sites in the district, including 56 schools. The Office of Maintenance is responsible for building maintenance, custodial services, and groundskeeping, and assists with facilities planning. **Exhibit 5-1** shows the basic organization of the Maintenance office.

**Exhibit 5-1  
CCISD Maintenance Office Organization**



CCISD has 39 elementary schools, 12 middle schools, and five high schools with approximately 4 million square feet of space. CCISD also maintains four special campuses: the Adult Learning Center, Mary Grett School, the Student Learning and Guidance Center, and Teenage Mothers School. Other educational facilities include the planetarium, the agricultural facility at Carroll High School, and the Life Science Education Center and Curriculum Materials Center at the Cabaniss Field Complex. CCISD has two main athletic facilities: Buccaneer Stadium and the Cabaniss Field Sports Complex.

Administration and operational facilities include the Administration Building, the Gertrude B. Applebaum Food Service Facility, the Shannon Complex, the Republic Building and Annex, the Site Maintenance Center, the Transportation and Maintenance Center, Maintenance and Operations, and Warehouse Services.

# Facilities Planning

The U.S. General Accounting Office (GAO) reported in June 1996 that almost one third of the nation's 80,000 public elementary and secondary schools are in need of extensive repair or replacement. The cost for these repairs and upgrades was estimated at \$112 billion. GAO also indicated that 60 percent of schools nationwide need extensive repair, overhaul, or replacement of a least one major building feature, such as heating, ventilation, and air conditioning (HVAC) systems, roofs, and plumbing systems.

CCISD is no exception. Only eleven of CCISD's 56 schools were built in the last 25 years, and many of these schools are in need of major renovation and repair. The average age of CCISD's schools is 36 years, and almost 80 percent are more than 25 years old. Many building components have life expectancies of less than 25 years. For instance, roofs have a life expectancy of 20 years, major mechanical systems have a life expectancy of 25 years, and buildings should be refurbished after 30-40 years.

CCISD enrollment has dropped 0.6 percent over the past five years, compared to an increase of 10.7 and 2.8 percent for the state and Region II Education Service Center, respectively. Although CCISD's overall enrollment is steady, student populations have shifted, causing overcrowding in the southern portion of the district and declining enrollments in the north.

This section discusses the district's approach to facilities planning, with particular emphasis on the current building program and how it was developed.

## **FINDING**

Although CCISD conducted a 1995 facilities assessment that included planned improvements, it has not developed a facilities master plan to guide the development and renovation of facilities based on the district's current and anticipated needs. **Exhibit 5-2** presents a summary assessment of CCISD's facilities planning efforts in the absence of such a plan.

### **Exhibit 5-2 Master Plan Assessment Components**

<b>Facilities Master</b>	<b>Assessment Description</b>
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Plan Components	
Projections	<p>CCISD does not have a long-range strategic plan.</p> <p>CCISD prepares enrollment projections using the cohort survival method, which is appropriate and used by many Texas school districts.</p>
Assessment - Educational	<p>The lack of a long-range strategic plan precludes effective program and facilities planning. Several schools have received classroom additions without complementary additions to space for cafeterias and libraries. Educational facility needs focus primarily on new schools and isolated special project needs.</p>
Assessment - Facilities	<p>CCISD identified \$38 million in deferred maintenance needs, but many schools need major overhaul. Only \$17 million was funded in the 1995 bond issue.</p>
Master Planning	<p>The 1995 Facility Assessment details the condition of district facilities and is used as a basis for facility improvements.</p>
Marketing	<p>CCISD approaches voters with discrete projects in regular bond packages rather than a long-term strategy for addressing all of the district's facilities needs.</p>
Implementation	<p>Poor planning results in projects that do not substantively improve the condition of facilities or provide for efficient use of space.</p>

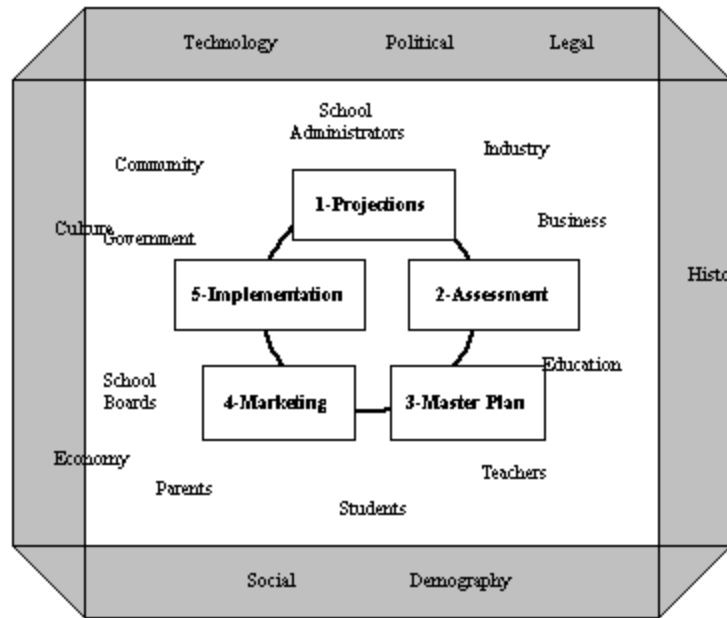
*Source: Neal & Gibson*

An effective facilities master plan builds on a school district's strategic plan, which provides long-term guidance for all areas of operation.

**Exhibit 5-3** presents a framework for analyzing facilities planning efforts. This diagram identifies the external factors to be considered in facilities planning (shaded area), the participants who should be involved in the effort, and the major steps required to develop a facilities master plan.

**Exhibit 5-3**  
**Facilities Master Planning Methodology**





Source: Neal & Gibson.

The development of a facilities master plan requires enrollment projections and a forecast of demographic trends and an assessment of space needs and facility repair and renovation needs. Once prepared, the master plan is presented to voters as a package, and implemented in a series of stages and bond issues.

A comprehensive planning model includes five components: *Projections*, including demographics, enrollment, and trends; *Assessment*, including zoning, safety, and condition of facilities; *Master Plan*, or a facilities plan for the future; *Marketing*, including passage of bond issues and status of bond construction projects; and *Project Implementation*, including maintenance, repair, and new construction.

A master plan for facilities includes the following planning categories: existing facilities, extracurricular and athletic facilities, vehicular and pedestrian circulation and parking, land use and site planning, utilities, landscape, and visual and spatial elements. These elements are detailed in **Exhibit 5-4**.

**Exhibit 5-4**  
**Planning Elements**  
**Facilities Master Plan**

Category	Elements
Existing facilities	The amount, type, and condition of space allocated to

	<p>each type of school--elementary, middle, and high school</p> <p>The amount, type, and condition of space allocated for library purposes</p> <p>Buildings that could or should be adapted for different uses</p> <p>Building accessibility to the handicapped</p> <p>Future expansion</p>
<p>Extracurricular and athletic facilities</p>	<p>The amount, type, and condition of space allocated for extracurricular and athletic activities</p> <p>Adequacy of existing facilities</p> <p>Adaptive re-use of existing facilities</p> <p>Future expansion</p>
<p>Vehicular and pedestrian circulation and parking</p>	<p>Pedestrian safety and signage</p> <p>Embarkation and debarkation points for buses</p> <p>Parking areas for staff, students, and handicapped</p> <p>Bicycle paths and parking</p>
<p>Land use and site planning</p>	<p>Areas that should be set aside for future buildings and other land uses</p> <p>Areas not presently part of schools that should be considered for purchase or sale</p> <p>Adequacy of outdoor lighting</p>
<p>Utilities</p>	<p>Size, condition, and reserve capability of water service, sanitary sewers and treatment facilities, storm sewers, natural gas lines and the district's utility system</p> <p>The capacity, condition, and use of the telecommunications system</p> <p>Energy management and innovations</p>

Landscape	The pattern and function of walkways and playgrounds  The type and quantity of trees, shrubs, and other landscaping elements
Visual and spatial elements	Color and type of campus building materials  Architectural style  Screening and eliminating undesirable elements  Ease of maintenance of visual and spatial continuity against graffiti, age, and heavy use

*Source: Facilities Management, Association of Physical Plant Administrators*

School space guidelines should be based on an actual inspection of facilities to determine areas where space is being underused. Guidelines address each type of space, including general classrooms, physical education facilities, and laboratories. A standard set of guidelines, based on generally accepted standards, enables a district to base facility planning and budgeting decisions on actual rather than perceived needs. **Exhibit 5-5** shows minimum state standards for school buildings in Texas.

**Exhibit 5-5  
State of Texas Minimum Space Standards for School Buildings**

Type of Space	Level	Required Square Footage per Student
<b>General Classrooms</b>		
General Classroom	PK through First Grade	36
	Elementary	30
	Secondary	28
<b>Specialized Classrooms</b>		
Computer Laboratories	Elementary	41
	Secondary	36
Science Lecture/Lab	Elementary	41

	Middle	50
	Senior	50
Physical Education Space	Elementary	3,000 minimum
	Middle	4,800 minimum
	Senior	7,500 minimum
Libraries	Elementary	3 / 1,400 minimum
	Middle	3 / 2,100 minimum
	Secondary	3 / 2,800 minimum

*Source: Texas Education Code, Adopted amendments to Chapter 61, School Districts Subchapter H, School Facility Standards, August, 1996*

A critical component of the master planning process is community involvement. Some districts convene a master planning committee to review facility guidelines and priorities and to ensure that plans are equitable to all district groups.

**Recommendation 45:**

**Develop a long-range facilities master plan using a comprehensive planning model.**

CCISD should analyze the major external factors influencing its use of facilities, including demographics, zoning, and safety. CCISD should develop a master plan in conjunction with a master planning committee with representation from campus and district organizations, businesses, civic organizations, and religious organizations.

The master plan should address potential changes in attendance boundaries, the increase in the number of magnet schools, the current use and planned reduction in the use of temporary buildings, and the development of planning assumptions, such as replacement versus renovation of district facilities.

Annual review and evaluations are also critical if the document is to remain a viable living-instrument.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The superintendent of Business and Administration convenes a master planning committee to identify and analyze the effects of external influences affecting the current and future use of the district's facilities.	November 1997
2. The director of Maintenance coordinates the inspection of all district facilities.	January 1998
3. The master planning committee develops a preliminary master plan for the district based on external influences.	May 1998
4. The director of Maintenance circulates the master plan to key individuals in the district and the community for feedback and revision.	June 1998
5. The superintendent and Board of Trustees make any necessary changes and approve the master plan.	August 1998
6. The director of Maintenance uses the master plan for facility modification and improvement.	Ongoing

### **FISCAL IMPACT**

The development of a facilities master plan can be accomplished within existing resources.

### **FINDING**

CCISD developed a needs assessment for its facilities in 1995. This plan identified 18 priorities representing \$150.7 million of construction and renovation projects. Two priorities are replacement of two schools-- Crossley Elementary School, built in 1926, and Driscoll Middle School, built in 1939. However, while many other schools are in need of a major renovation, only \$38 million, or one-fourth of the total needs assessment, would address maintenance or renovation needs at other campuses. Eight percent of the needs documented in the plan relate to athletic facilities, and another 8 percent are for music/art/parent rooms and covered play areas. **Exhibit 5-6** provides a description and the estimated cost for these projects.

### **Exhibit 5-6 Facility Improvements Prioritization Plan**

<b>Priority Projects</b>	<b>Cost</b>
Correct deferred maintenance and modernization. Update existing facilities in function and appearance to meet an established	\$38,469,500

optimum level, with work including but not limited to roofing, air conditioning, inferior finishes, and track and field maintenance and repair.	
Replace Driscoll Middle School. The cost of maintaining Driscoll is becoming prohibitive.	\$11,817,000
Provide adequate furnishings, such as storage, shelving, cabinets, and miniblinds. Many older schools have little or no storage space.	\$2,604,000
Implement two-way radio communication on campuses.	\$115,000
Replace Crossley Elementary School. The cost of maintaining Crossley Elementary School is prohibitive.	\$5,312,000
Provide the electrical and communication infrastructure needed to support new technology in facilities and classrooms.	\$23,278,000
Provide permanent and adequate art, music, and parent room facilities at all elementary schools.	\$2,207,000
Construct covered play areas at all elementary schools.	\$10,152,000
Upgrade security and fire alarms.	\$802,000
Update existing science labs and equipment. Provide satisfactory health classrooms and science labs where needed.	\$2,713,000
Renovate substandard secondary gymnasiums. Install wood floors to address safety and other issues, provide new bleachers, paint new basketball goals, acoustics, and new lighting.	\$2,392,000
Enclose exterior wing corridors at schools that lack covered walkways to protect the students and staff from inclement weather.	\$8,437,500
Provide new schools as required by demographics.	\$28,296,000
Construct a 12-court tennis complex at Cabaniss Field or Bill Witt Park. This project could be a joint venture with the City.	\$2,643,000
Update Cabaniss football field for varsity games with a seating capacity of seven to ten thousand. Construct field houses at Cabaniss Field. Upgrade baseball and soccer fields. Construct a softball complex.	\$4,173,000
Renovate dressing rooms at high schools.	\$3,358,000
Acquire additional land for athletic purposes at Miller High School.	\$275,000

Make necessary renovations to all district facilities to bring them into compliance with the Americans with Disabilities Act (ADA).	\$3,686,000
<b>Total</b>	<b>\$150,730,000</b>

*Source: Strategic Planning, An Evaluation of the Current Status of Facilities and Identification of Future Needs, Office of Maintenance, CCISD.*

Although the district identified \$150.7 million in facility needs, the district's financial adviser recommended a smaller bond issue. Accordingly, CCISD scaled back its bond offering to \$66 million. This bond issue is being funded by an eight-cent tax hike spread across five years.

The way in which CCISD crafted its projects for the bond issue highlights the difficulty of operating without a facilities master plan. To widen the bond issue's appeal to the voters, some administrators and board member said they chose projects for schools in all parts of the district. Although this strategy helped pass the bond issue, it required CCISD to spread its bond funds across many schools and projects.

This approach resulted in a bond program that will not substantively improve the overall condition of CCISD facilities (**Exhibit 5-7**).

**Exhibit 5-7**  
**Bond Construction Projects by Type**  
**1995 Bond Issue**

<b>Project Type</b>	<b>Budget</b>	<b>Percent</b>
ADA compliance	\$2,160,000	3.3%
Athletic upgrades	\$3,560,000	5.3%
Building upgrades	\$16,775,000	25.1%
Driscoll Middle School replacement	\$10,972,000	16.4%
Elementary covered play areas	\$5,040,000	7.5%
Elementary music, art and parent rooms	\$2,509,000	3.8%
High School additions	\$3,000,000	4.5%
Millwork upgrades	\$1,500,000	2.2%
Moody track replacement	\$250,000	0.4%

New elementary schools and sites (2)	\$9,860,000	14.7%
Security and fire alarm systems	\$370,000	.6%
Science labs, additions at middle schools	\$1,500,000	2.2%
Technology upgrades	\$9,385,000	14.0%
<b>Total</b>	<b>\$66,881,000</b>	<b>100.0%</b>

*Source: Office of Maintenance, CCISD.*

Although the bond money is being used to increase classroom capacity, the project design does not always add the library and cafeteria space needed to serve a larger number of students. An example of this problem can be seen at Carroll High School. In 1983, Carroll High School had 183,754 square feet. A 1985 bond issue added 57,750 feet, and a 1989 bond issue added another 34,404, for a total of 275,908 square feet. Although the library was renovated in the 1985 bond issue and an exterior dining area was covered in 1995, the library and cafeteria still have not been enlarged enough to accommodate the increased capacity generated by more classrooms (**Exhibit 5-8**).

**Exhibit 5-8**  
**Analysis of Library Space**  
**Middle Schools and High Schools**

<b>School</b>	<b>Target Library Space (TEA)</b>	<b>Actual Library Space</b>	<b>Percent Difference</b>
Carroll	7,821	6,592	(15.7%)
King	6,534	7,210	10.3%
Miller	5,205	5,352	2.8%
Moody	5,232	6,855	31.0%
<b>Ray</b>	<b>6,405</b>	<b>5,241</b>	<b>(18.2%)</b>
<b>Total</b>	<b>31,197</b>	<b>32,250</b>	<b>3.3%</b>

*Source: Office of Maintenance, CCISD.*

The absence of a long-range facilities plan has caused the district to sacrifice high-priority facility needs in favor of lower-priority projects. The current building program spends \$7.5 million, or more than 11 percent of the bond issue proceeds, on covered play areas, parent rooms,



music rooms and art rooms. These projects, while justifiable, do not represent the district's most critical facility needs. In the absence of a long-range plan, however, the district has been forced to "sell" a series of short-term building programs individually.

Another adverse affect of the diffusion of bond funds among too many projects and campuses is a cost-ineffective renovation effort. For example, the current building program includes more than \$1 million to repair ceilings and install additional lighting. Instead of repairing all ceilings at the most needy schools, a portion of the rooms at several campuses are being repaired. Twenty-nine classrooms at Carroll High School, four at Zavala Elementary, two at Driscoll Middle School, and five at Cunningham Middle School are being upgraded in Phase 1 of the construction project.

The district's "fix it when it breaks" approach is more expensive than a planned replacement program for three major reasons. First, safety risks are higher; waiting until something breaks before it is fixed may lead to increased safety incidents and possible litigation. Second, it is less expensive for a contractor to replace all fixtures in a building once, rather than coming back multiple times due primarily to increased labor costs from multiple visits. And third, many CCISD facilities need to be completely overhauled; fixing selected fixtures and ceiling tiles solves only the short-term problem.

Of the \$38 million in deferred maintenance and upgrade needs identified as the top priority in the district's needs assessment, only \$17 million was funded with the most recent bond funds. The 1995 building program is structured in five phases. The first-phase projects already have begun and will cost CCISD an estimated \$25.9 million.

**Recommendation 46:**

**Completely upgrade highest need facilities on a planned schedule.**

Since many of the planned improvements authorized by the 1995 bond issue are deferred maintenance projects, or are based on a "fix it when it breaks" strategy, the district should explore ways to completely upgrade its highest-priority facilities. Those facilities that fall below the funding level should wait until additional funds are available.

As the district develops its master plan and establishes its priority list of facilities to be completely upgraded, it should consider applying unobligated funds from the 1995 bond issue, if any, to this effort. In so doing, the district must ensure that the public is fully involved in establishing priorities other than those specified in the bond package.

Without such public support, the district could seriously undermine its credibility in the community.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Maintenance coordinates with the master planning committee to develop a strategy for reordering priorities in the context of the master plan process.	November 1997 to August, 1998
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### **FISCAL IMPACT**

This recommendation can be implemented with current resources.

### **FINDING**

CCISD has responded to a shift in its student population to the south side of the district by building a new school and buying land. Schools in the southern part of the district are overcrowded, while those in other areas are experiencing flat or declining enrollments (**Exhibit 5-9**).

**Exhibit 5-9**  
**Shift in Elementary Enrollment within CCISD**  
**1991-92 and 1996-97 School Years**

<b>Elementary School</b>	<b>1992 Enrollment</b>	<b>1997 Enrollment</b>	<b>Percent Change</b>
<b>Northside Schools</b>			
Oak Park	618	535	(13.4)
Allen	562	491	(12.6)
Prescott	450	407	(9.6)
Zavala	662	610	(7.8)
Gibson	598	564	(5.7)
<b>Southside Schools</b>			
Barnes	526 *	652	24.0
Jones	743	874	17.6
Club Estates	611	686	12.3

\* Enrollment for the first year of operations (1992-93).

*Source: CCISD Reports Management Attendance by School, 1991-92 through 1996-97*

The 1995 CCISD facilities needs assessment does not mention future demographics, enrollment trends, or state standards. Yet many of the district's schools, especially on the southside, lack sufficient capacity for their current enrollments and use portable buildings to meet changing space needs.

Demographic trends vary throughout the district in growth rates and ethnic makeup. Each planning area has its own demographic characteristics, population growth rates, available land, and housing market characteristics. Population projections by age, sex, and ethnicity by planning area are needed to develop enrollment projections for each school. CCISD uses its enrollment projections only for staffing purposes and does not use them for facilities planning. Nonetheless, reliable enrollment projections are essential to successful long-range planning.

**Recommendation 47:**

**Adjust attendance zones to maximize the use of current facilities.**

The district should generate population projections by small geographic units or planning areas using a districtwide projection model. A land use study should provide an estimate of the current and future level of single and multi-family homes in the district and provide a basis for population projections.

By using these projections in its facilities planning process, CCISD could better project its facility needs and make better decisions on important issues such as opening or closing schools. Since the north side is experiencing falling enrollments, attendance zone changes could help the district make better use of its available classroom space and limit its need for new or expanded facilities in the south side, where enrollments are increasing.

Implementation of the new attendance zone policy could further reduce the need for temporary buildings.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Maintenance works with the assistant superintendent for Business and Administration to develop an attendance projection model to analyze current and projected enrollments at all schools in the district.	October 1997
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2. The assistant superintendent for Business and Administration and the director of Maintenance recommend attendance zone changes to make the best possible use of current facilities and to reduce the need for temporary buildings.	February 1998
3. The board approves a new attendance zone policy.	June 1998
4. The superintendent implements and monitors the new policy.	August 1998

### **FISCAL IMPACT**

The implementation of the attendance zone policy can be implemented with current resources.

### **FINDING**

CCISD has insufficient permanent space overall, and does not efficiently allocate its permanent or portable space. The district has 244 portable buildings occupying 368,974 square feet. Only seven of the district's 61 schools do not have portable buildings, and the alternative education school consists only of portable buildings. With one portable classroom for every 88 enrolled students, CCISD has the highest ratio of portable classrooms to students of the comparable school districts surveyed by the review team (**Exhibit 5-10**).

**Exhibit 5-10**  
**Ratio of Portable Buildings to Enrollment**  
**CCISD and Comparable School Districts**

	<b>CCISD</b>	<b>Northside</b>	<b>Pasadena</b>	<b>Ector County</b>
Enrollment	41,902	56,117	39,189	28,161
Number of Portable Classroom	474	506	204	95
Ratio of portable classrooms to enrollment	1:88	1:111	1:192	1:296

*Source: Office of Maintenance, CCISD and selected school districts.*

CCISD has no plans to reduce its number of portable buildings after additional space is added through the current building program indicating a perception that these buildings are part of the district's permanent facilities.

The use of portables also involves additional costs to move them. The district contracts with a firm to move its portables and district personnel hook up the plumbing, electricity, and walkways. The average cost of relocating a portable building is approximately \$4,800 for contracted moving plus an estimated \$2,000 to \$4,000 for hookup.

CCISD's excessive use of portable buildings and its wide range of capacity performance indicate an overall inefficient use of space. For example, twelve schools have excess capacity even without considering the 20 portable buildings at these schools (**Exhibit 5-11**).

**Exhibit 5-11**  
**Ratio of Portable Buildings to Enrollment**  
**CCISD and Comparable School Districts**

Name	School Type	Sq Ft 1997	Capacity *	Enrollment	Available capacity	Temp Buildings	Temp Ratio
Lexington	E	34,482	345	342	3	4	1
Haas	M	80,698	646	642	4	4	1
Wilson, Robert	E	62,607	626	618	8	0	0
Allen	E	48,337	483	465	18	4	5
Grant	M	132,000	1,056	1,021	35	0	0
Lamar	E	48,211	482	380	102	1	102
Coles	E	55,244	552	448	104	1	104
Crossley	E	56,060	560	419	141	5	28
Cullen	M	89,702	718	569	149	1	149
Zavala	E	80,464	804	636	168	0	0
Kaffie	M	131,250	1,050	772	278	0	0
<b>Total</b>		<b>819,055</b>	<b>7,322</b>	<b>6,312</b>	<b>1,010</b>	<b>20</b>	<b>51</b>

*\* Capacity based on TEA suggested guidelines for new schools of 100 square feet for elementary schools, 125 square feet for middle schools, and 150 square feet for high schools.*

*Source: Office of Maintenance, CCISD.*

**Recommendation 48:**

**Reduce the use of temporary buildings.**

The district should sell 20 temporary buildings at the schools listed in **Exhibit 5-11**.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The superintendent authorizes the director of Maintenance to sell 20 temporary buildings.	October 1997
2. The director of Maintenance sells the buildings in the context of the facility master planning process.	August 1998

**FISCAL IMPACT**

The sale of 20 temporary buildings at an estimated price of \$3,000 each would generate a one-time revenue of about \$60,000. Maintenance and custodial costs would also be reduced by an estimated \$24,000 per year based on a reduction of approximately 24,000 square feet (20 buildings X 1,200 square feet/building) at \$1/square foot in maintenance costs per year.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Reduce the use of temporary buildings	\$0	\$84,000	\$24,000	\$24,000	\$24,000

# Construction Management

## CURRENT SITUATION

CCISD has a construction manager who reports to the assistant superintendent for business and administration. The construction manager has primary responsibility for the completion of the building program on schedule and on budget, as well as supervision of the coordinating architect.

## FINDING

At the time of the Comptroller's review, there were two layers of management between the construction manager and the assistant superintendent for Business and Administration: the director of Maintenance and the executive director for Business. This organizational structure may have contributed to the maintenance orientation of facilities planning efforts at the expense of other critical facility needs.

### **Recommendation 49:**

**Move the construction management function out of the Maintenance Department and elevate it to report directly to the assistant superintendent for Business and Administration.**

This reporting arrangement benefits the district by increasing the involvement of senior management in the construction program and with the coordinating architect. At the recommendation of the review team, this has already been implemented.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Business and Administration removes the construction management function from the Maintenance Department budget and includes it as a separate budget category reporting directly to the assistant superintendent.	Completed
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## FISCAL IMPACT

This recommendation was accomplished with existing resources.

## FINDING

CCISD has used Ferrell/Brown and Associates as its coordinating architect since 1985 to manage all construction projects funded from the

bond program. The coordinating architect is under contract to advise and represent the district for major construction and renovation projects. The coordinating architect advises the district on the best design and construction specifications for each project; reviews detailed plans and specifications; manages the selection of project architects for each project; reviews progress reports of project architects; attends status and bid meetings; and reports periodically to the Board of Trustees.

The coordinating architect receives one percent of the entire building program, or more than \$660,000 under the current bond program, which is paid for with bond proceeds. In consultation with the coordinating architect, the construction manager prepares reports for internal use on the status of each project, including budgets and timelines.

The review team found that overall, the coordinating architect has performed as expected, but the district is not holding the coordinating architect accountable for performance in some key areas. For example, although the contract requires that reports be provided in a content and format satisfactory to CCISD, the coordinating architect does not produce a project status report that clearly shows the status of key construction projects.

The project status report available to the review team did not clearly indicate whether projects were completed on schedule; instead it simply indicated the date of completion. Yet the review team learned that CCISD is behind on several key construction projects in the first and second phases of the bond program (**Exhibit 5-12**).

**Exhibit 5-12**  
**Projects Behind Schedule as of April 4, 1997**  
**Phase I and II Bond Program**

Project	Months behind Schedule
Technology Upgrades	8
ADA Compliance - Middle Schools	7
Play Covered Areas	7
Millwork	6
Athletic Upgrades - Bleachers	5
Athletic Upgrades - Soccer Field Improvements	1

*Estimated based the date initial tasks was to be completed.*  
*Source: Office of Maintenance, CCISD*



Projects involving technology upgrades, ADA compliance for middle schools, and covered playground areas are the furthest behind schedule.

The current reports fail to meet the needs of CCISD management and the Finance Department. Finance develops a spreadsheet summarizing the budget status of each project. All projects listed on the spreadsheet show the original and revised budget, expenditures by month, outstanding encumbrances, and balances available. The April spreadsheet, however, did not include revised budget amounts that should have been provided by the coordinating architect through the CCISD construction manager. As a result, one of the projects showed a deficit, or overrun, when in fact it was within budget.

Another area of concern is the specifications established by the coordinating architect for selecting architectural and engineering firms. The construction manager stated that some firms lack computer aided drawing (CAD) systems to support the efficient development and changing of building specifications. The district's requests for proposals for these contracts do not require CAD systems. This limits these firms' flexibility in making changes to building designs to adapt to the district's changing needs.

Recent changes in state law permit school districts to choose from a variety of options for managing their design and construction programs. Districts can hire an architect through a competitive bidding process. Under this option, the architect is hired directly to design and build, which provides the advantage of a single point of responsibility. However, this option lacks the design phase assistance under the coordinating architect option, and can result in a lack of flexibility.

Another option is hiring a construction manager through a request for proposal process, which expands the construction manager's role to a general contractor. Under this option, the construction manager becomes the at-risk manager providing design phase assistance. While flexibility and a team concept are inherent in this option, adversarial relationships are more likely than with the coordinating architect option.

**Recommendation 50:**

**Improve district oversight of the coordinating architect, and thoroughly review new options for construction management for future bond issues.**

Project status reports should clearly show the financial and work status of all construction projects at their various stages, and should compare performance against project schedule. The coordinating architect should

prepare and submit weekly project status reports to the construction manager and the Finance Department that identify project tasks, scheduled and actual dates of completion, and explanations for variances.

The format of the job cost schedule should include comparisons of budgeted to actual expenditures by stage of construction. Budget as a percentage of actual cost also should be compared to the percentage of construction completed for that phase.

All architectural and engineering firms selected by the district should have CAD systems to support the efficient development and changing of building specifications.

CCISD should consider the construction management options that have recently been made available to districts through changes in state law for future bond issues.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The assistant superintendent for Business and Administration, in conjunction with the director of Finance and the construction manager, establish a corrective action plan to ensure compliance in all areas of the coordinating architect's contract.	October 1997
2. The construction manager and the director of Finance ensure that project status reports and selection criteria fully meet the district's needs.	November 1997
3. The construction manager uses the revised project status reports to report the status of various construction projects to the director of Maintenance and the Board of Trustees.	December 1997
4. The assistant superintendent for Business and Administration reviews and evaluates alternatives for construction management and develops a proposal for subsequent building programs.	May 1998

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources. Improved reporting should help the district identify construction program problems earlier, and help prevent cost overruns.

# Maintenance and Custodial Operations

## CURRENT SITUATION

The primary goal of the district's maintenance function is to provide an acceptable environment in which schools can accomplish their mission. To achieve this goal, the organization must operate, maintain, repair, replace, and preserve existing buildings, equipment, and utility systems. The services must be continuous and effective.

The budget for the Maintenance Office is divided into two components: plant maintenance and operation and facility acquisition and construction. The fiscal 1995-96 budget for maintenance and operations was more than \$10 million, while the budget for facility acquisition and construction was \$3 million. As indicated in **Exhibit 5-13**, payroll expenditures account for more than 70 percent of the budget for maintenance and operation.

**Exhibit 5-13**  
**Summary of Expenditures**  
**1996-97 School Year Budget for**  
**Office of Maintenance**

Category	Actual 1994-95	Budget 1995-96	Proposed 1996-97	Increase (decrease)
<b>Plant Maintenance and Operation</b>				
Payroll	\$7,205,558	\$7,607,962	\$7,941,126	\$333,164
Professional and Contracted Services	573,434	715,367	741,067	25,700
Supplies and materials	2,054,764	1,659,450	1,871,450	212,000
Other operating expenses	14,157	25,950	36,950	11,000
Land/building/equipment	178,290	181,800	203,250	21,450
Subtotal	\$10,026,203	\$10,190,529	\$10,793,843	\$603,314
<b>Facility Acquisition and Construction</b>				
Land/buildings/equipment	1,922,861	3,000,000	3,074,000	74,000
Total	\$11,949,064	\$13,190,529	\$13,867,843	\$677,314

<b>Personnel</b>				
Full-time employees	450	445	460	15

*Source: 1996-97 Budget, CCISD.*

The Maintenance Office employs 460 persons, an increase of 15 staff members from fiscal 1995-96. According to the director of Maintenance, this increase was the result of increasing concerns at the schools regarding the office's responsiveness. The survey conducted during this study indicates that a majority of teachers and principals now are satisfied with facility maintenance; two-thirds of those responding agreed with the statement, "my school's facilities are well maintained."

Site Maintenance and Custodial Operations within the Office of Maintenance is responsible for maintaining the district's grounds and performing janitorial services for the district's facilities. Site Maintenance and Custodial Operations is divided into five divisions; site maintenance, grounds maintenance, two custodial operations, and clerical support.

Building Maintenance operations within the Office of Maintenance is organized into five trades: carpentry, electrical, HVAC, plumbing, and painting. The foremen for these trades report to the administrative officer of Building Maintenance.

CCISD's work order system is set up in four categories:

- Emergency - any condition that would cause the plant or school to close, endanger the health or lives of occupants, or result in further damage to the building.
- Priority - a condition that does not require immediate attention but denotes a sense of urgency.
- Routine - work order requests that are not immediate in nature and are acted upon within 15 working days of the week in which the work order request is received in the Office of Maintenance, as long as the work order request can be completed within 22 man-hours.
- Scheduled maintenance - services performed on a regularly scheduled basis that are relatively minor in scope.

The review team's input from principals indicates that response to emergency work orders is excellent; response to priority work orders is good; and response to routine work orders sometimes is lacking. The principals now receive status reports on work orders through the district's new Act 1000 computer system.

CCISD has added 12 new positions to enhance its existing preventive maintenance programs. Under this plan, schools are visited by maintenance staff on a monthly basis through an existing scheduled maintenance program. The total staffing levels by trade in CCISD's Maintenance Department are presented in **Exhibit 5-14**.

**Exhibit 5-14**  
**CCISD Maintenance Trade Staffing Levels**  
**1996-97 School Year**

<b>Trade</b>	<b>FTE *</b>
Air conditioning	12
Audio visual	6
Carpentry	19
Electrical	10
Glazier	2
Locksmith	3
Paint	12
Plumbing	9
Shade/Repair	2
Roofing	2
PE	4
Cement	2
Heavy	2
Welding	2
Canopy	2
Mason	1
Nursery	4
Grounds	25
Pest Control	2
Laundry	2
<b>Total</b>	<b>123</b>

*\* Excludes supervisors, foreman, and administrative, professional, and clerical staff.*

*Source: Office of Maintenance, CCISD*

## **FINDING**

CCISD's custodial operation is organized under two types of structures: head custodian and custodial zones. The head custodian structure is the original structure, with a head custodian at each school and other custodians reporting to this position; the head custodian reports to the principal.

The custodial zone approach assigns a supervisor to a group of schools; there is no head custodian at the school. Instead, the supervisors report to a Custodial Operations administrative officer, who reports to the director of the Maintenance Office. This structure was developed two years ago under a pilot program to improve custodian productivity. About half of the district's custodians work under each of these structures.

The zone structure for custodians has been under attack since the district attempted to reduce the pay of head custodians in schools where the zone structure was installed. Later, after receiving a number of grievances, the district agreed to freeze the head custodians' salaries. Consequently, some of the cost savings anticipated from a move to this structure were not realized. The assistant superintendent for Business indicated that the district is going to adopt the zone program at all schools.

Implementation of zone structure will reduce custodial staffing levels. The district's preliminary plan to reduce custodial staff in 1997-98 is presented in **Exhibit 5-15**.

**Exhibit 5-15  
Custodial Staffing Reduction Plan  
1997-98 School Year**

<b>School</b>	<b>Total Sq. Ft.</b>	<b>Current Custodian FTEs</b>	<b>Current Avg. Sq. Ft. per Custodian</b>	<b>Proposed Custodian FTEs</b>	<b>Proposed Avg. Sq. Ft. per Custodian</b>
High Schools	1,282,528	81.00	15,834	75.00	17,100
Middle	1,201,380	76.50	15,704	69.50	17,286

Schools					
Elementary Schools	1,889,524	145.00	13,031	128.50	14,704
Special Schools	157,134	13.50	11,640	12.50	12,571
Other Facilities *	276,648	9.5	29,121	9.00	30,739
<b>Total</b>	<b>4,807,214</b>	<b>325.5</b>	<b>14,769</b>	<b>294.50</b>	<b>16,323</b>

*\* Excludes 15 substitute custodians  
Source: Office of Maintenance, CCISD*

Before the plan, a custodian employed by the district was responsible for cleaning an average of 14,769 square feet. At high schools, middle schools, and elementary schools, a custodian was responsible for cleaning 15,834, 15,704, and 13,031 square feet, respectively. At special schools and other district-owned facilities, a custodian was responsible for cleaning between 11,640 and 29,121 square feet.

Under the preliminary plan, the Office of Maintenance attempted to increase the square footage per custodian from 14,709 square feet to 16,323 square feet per custodian while keeping a high quality of service. Custodians clean more than 17,000 square feet at high and middle schools, 14,704 square feet at elementary schools, and 12,571 at special schools. Generally accepted industry standards for the allocation of custodial staff range from 18,000 to 22,000 square feet per custodian depending on the age and condition of the buildings.

Part of the zoning plan also involved improvement in cleaning standards. A review by an outside consultant identified improvements in cleaning procedures that are being implemented in pilot schools. The survey of teachers and principals indicate that this program is working. Of those responding, two-thirds agreed that schools are kept clean.

CCISD could not accurately report annual turnover rate for custodians because initially the district hires new custodians as temporary employees. After a three to six month period, some of the temporary employees are offered full-time positions. Last year the district hired 41 temporary custodians; approximately 35 became permanent full-time employees.

**Recommendation 51:**

**Reduce custodial staffing levels through attrition to achieve average productivity of 19,000 square feet per custodian.**

The Office of Maintenance should implement the zone custodian structure in the remaining schools and achieve a productivity target of 19,000 square feet per custodian, a number appropriate for a district like CCISD with aging facilities.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of the Office of Maintenance develops a staffing schedule leading to an average productivity level of 19,000 square feet per custodian.	September 1997
2. The superintendent approves the elimination of approximately 40 custodial positions between 1997-98 and 1998-99.	October 1997
3. The director of the Office of Maintenance sends a letter to each principal outlining the implementation plan indicating that custodians will spend no more than 5 percent of their time performing non-cleaning tasks at the school.	October 1997
4. The director of the Office of Maintenance implements the staffing reductions.	November 1997
5. The director of the Office of Maintenance monitors the quality of custodial work at each school and takes corrective actions as necessary	November, and monthly thereafter

**FISCAL IMPACT**

By further increasing the square footage per custodian from 16,300 to 19,000, the Office of Maintenance could reduce its custodial staff through attrition from 294.5 to 254 full-time equivalent employees by the 1998-99 school year, a reduction of approximately 40 positions. Based on the hiring rate during the last year, approximately 35 positions can be eliminated in the first year and the remaining 5 positions the following year, saving the district \$20,562 (\$19,398 per year plus 6 percent in benefits) for each position, for a total of \$719,670 in the first year and \$822,480 per year thereafter.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Reduce custodial staffing levels	\$719,670	\$822,480	\$822,480	\$822,480	\$822,480



## FINDING

According to interviews with some of CCISD's 94 maintenance workers, the review team found that much of their time was spent in transit to and from the maintenance facility to obtain parts and supplies. Maintenance workers respond to calls by reviewing the work request, visiting the site, and in many cases interrupting their work to return to the maintenance facility for needed parts or supplies.

### **Recommendation 52:**

#### **Designate three maintenance workers as drivers to deliver parts and supplies to maintenance workers at the schools.**

These drivers would reduce the need for maintenance workers by driving to and from the maintenance facility to pick up parts or supplies.

With these drivers, the district should be able to reduce the maintenance staff by three additional full-time equivalent positions through attrition or by placement in other vacant positions, assuming 33 percent of the 94 maintenance workers are spending 20 percent of their time obtaining parts and supplies. Craftsman positions are at the same pay grade and have the same average salary as drivers. Drivers are assumed to be Driver I positions, hired at \$14,667 plus 6 percent benefits or \$15,547 annually.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent approves the designation of three drivers and the elimination of three maintenance positions.	October 1997
2. The director of the Office of Maintenance updates job descriptions and work schedules for the remaining maintenance positions.	November 1997
3. The director of the Office of Maintenance monitors the quality of maintenance and parts-delivery activities at each school and takes corrective actions as necessary.	Ongoing

## FISCAL IMPACT

Eliminating three maintenance positions at a pay rate of \$15,547 annually (\$14,667 plus 6 percent benefits) will save the district \$46,640 annually.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02

Designate drivers to deliver parts and supplies	\$38,866	\$46,640	\$46,640	\$46,640	\$46,640
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# Energy Management

In 1991, CCISD entered into a 48-month contract with Energy Education, Inc. to design and establish an energy management and accountability program. The program consisted of two main components: energy conservation educational materials and FASER energy accounting software. Energy Education provided the district with complete curriculum materials on energy management and conservation for every grade level (K through 12). Energy Education also provided the FASER energy accounting software program developed by Omni Comp Corp. of State College, Pennsylvania to serve as the district's energy consumption accountability system.

Energy Education guaranteed that the savings resulting from its energy management program would exceed its fees and the energy manager's salary. With this guarantee, CCISD hired an energy manager to implement the program in 1991. The energy manager reports to the assistant superintendent for Business and Administration. The energy manager is responsible for establishing accountability for energy consumption at every level in the district and for developing and monitoring the district's energy management program.

## **FINDING**

The Texas Education Code allows school districts to contract for energy conservation measures, such as insulation, storm windows or doors, automatic energy control systems, more efficient lighting fixtures, or energy recovery systems. School districts are allowed to finance these conservation measures with a lease/purchase contract with a term not to exceed 10 years.

In 1995, CCISD entered into a performance contract with Control Systems International (CSI). The contract is divided into four phases, each lasting approximately one year. As part of the contract, CSI will install the I/NET 7700 Energy Management System throughout the district, upgrade all lighting with electric ballast and T-8 lighting, and replace outdated and non-functioning equipment when possible.

The first phase of the program, consisting of the installation of the I/NET 7700 System in three schools plus a central control office and selected mechanical retrofits at one school, was completed in 1996. CSI guaranteed savings of \$76,989 annually for eight years. The district reports that these savings are being realized.

Phase II was approved in February 1997 and consists of the installation of an energy management system and lighting in 13 schools, along with lighting in the three schools in Phase I. Phase II, which is scheduled for completion in December, 1997, also includes the replacement of old or non-functioning machinery with energy-efficient systems. CSI guaranteed savings for Phase II of \$341,406 annually for eight years. Phase III includes an additional 25 schools and is scheduled to begin in January 1998. The fourth and final phase includes the remaining schools and is scheduled to begin in January 1999. CCISD is self-funding all four phases of this project.

In July 1996, CCISD entered into a contract with TriStem for the completion of an audit of electric, gas, and water/wastewater billings. This audit is to identify overcharges and to secure any applicable refunds. At the date of this report, the ongoing audit has produced \$36,000 in refunds; an additional \$64,000 in refunds are expected. Annual savings of \$60,000 are projected.

CCISD is realizing annual savings of more than \$475,000 from its use of performance contractors.

#### **COMMENDATION:**

**CCISD has achieved savings through energy-related construction projects and retrofits.**

#### **FINDING**

Although CCISD has achieved energy savings, it lacks a long-term plan to evaluate past energy conservation and management programs and to identify strategies for increasing future savings. The absence of an energy management plan has resulted in the district taking a piecemeal approach to dealing with energy related issues and missing opportunities for reducing energy costs.

For example, the district still has more than 1,300 window air conditioning units, of which 75 percent are in poor condition. Not only does this create a huge drain on energy, it requires an excessive amount of maintenance; the Office of Maintenance has 13 HVAC technicians on staff, or one for every four schools. The review team found that the district's budget includes funds to replace more than 200 of these units. But neither the energy manager nor the director of Maintenance has a long-term plan, nor has the assistant superintendent for Business and Administration considered performance contracts as a way to fund the replacements. The district may conclude that centralized heating and air conditioning units may be more cost-effective in the long run.

**Recommendation 53:**

**Develop an energy management and conservation plan and incorporate it into the district's master facilities plan.**

The district should develop a formal documented energy management and conservation plan to address all energy-related construction and retrofit issues. The plan should require the energy manager to establish accountability guidelines for energy consumption at every level in the district and for developing procedures for monitoring the district's energy consumption. These guidelines and procedures should be incorporated into the master facilities plan.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The energy manager, in coordination with the assistant superintendent for Business and Administration and the director of Maintenance, develops a formal energy management and conservation plan for the district.	December 1997
2. The director of Maintenance incorporates the plan into the facilities master plan.	March 1998
3. The director of Maintenance and the energy manager use the energy management and conservation plan for all conservation efforts and energy-related construction and retrofit projects.	Ongoing

**FISCAL IMPACT**

Implementation of this recommendation can be accomplished with existing district resources.

**FINDING**

A good indicator for measuring the effective use of energy is to examine the annual cost of energy per square foot. Energy experts told the review team that, on average, energy costs per square foot should range from 70 to 85 cents in an efficient facility. However, other factors such as climate, local utility costs, and the specific uses of campus facilities may affect this average.

In Corpus Christi, utility costs are relatively high, and the district has increased outside security lighting, extended the school year during the summer months, and allowed increased community usage of district facilities during evening hours. Therefore, an annual average cost of 85 cents to \$1 per square foot may be more appropriate for CCISD. The

district's overall utility cost, however, was \$1.17 per square foot in 1995-96.

**Exhibit 5-16** presents CCISD's utility costs over the past five years.

**Exhibit 5-16  
CCISD Utility Costs \*  
1991-92 Through 1995-96 School Years**

	<b>1991-92</b>	<b>1992-93</b>	<b>1993-94</b>	<b>1994-95</b>	<b>1995-96</b>
Electricity	\$4,515,686	\$4,884,365	\$5,170,518	\$5,052,285	\$5,213,489
Natural gas	300,066	343,732	285,676	207,141	265,915
Other utilities	142,122	170,128	178,738	194,724	205,307
<b>Total</b>	<b>\$4,957,874</b>	<b>\$5,398,225</b>	<b>\$5,634,932</b>	<b>\$5,454,150</b>	<b>\$5,684,711</b>
Square Footage	4,496,007	4,671,986	4,817,624	4,846,436	4,866,436
<b>Cost per Square Foot</b>	<b>\$1.10</b>	<b>\$1.15</b>	<b>\$1.17</b>	<b>\$1.12</b>	<b>\$1.17</b>

*\* Based on school year from September to August.*

*Source: PEIMS financial data, 1991-92 through 1995-96*

CCISD's total annual energy cost, based on its five-year average of \$1.14 per square foot, is about \$5.5 million (assuming a total district square footage of 4,866,436 square feet).

The district's instructional facilities; elementary, middle, and high schools have a much higher annual cost for energy than the district's overall cost of \$1.17 per square foot primarily because of the number of students occupying the facilities and the nature of the activities in those facilities.

**Exhibit 5-17** shows that the average annual energy cost for instructional facilities was \$1.31 per square foot in 1995-96.

**Exhibit 5-17  
Energy Cost per Square Foot by Facility \*  
1995-96 School Year**

<b>Name</b>	<b>Energy Cost for 1995-96</b>	<b>Square Footage</b>	<b>Energy Cost per Square Foot</b>
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High Schools	\$ 1,626,969.62	1,208,800	\$1.35
Middle Schools	\$ 1,522,466.11	1,122,606	\$1.25
Elementary Schools	\$ 2,090,066.85	1,685,044	\$1.24
<b>Total / Average</b>	<b>\$5,239,502.58</b>	<b>4,016,450</b>	<b>\$1.31</b>

*\* Energy cost includes electricity, natural gas, water/sewer, and exterior lighting.*

*Source: Office of Energy Management, CCISD*

Wide discrepancies in energy consumption exist among district schools. As illustrated in

**Exhibit 5-18**, Jones Elementary School consumes the most energy, while Crossley, Menger, and Barnes consume the least.

**Exhibit 5-18  
Energy Consumption  
Select CCISD Schools**

<b>School</b>	<b>Year Built</b>	<b>Utility Cost per Square Foot</b>
Crossley Elementary School	1926	\$1.06
Menger Elementary School	1928	\$1.06
Barnes Elementary School	1992	\$1.06
Kaffie Middle School	1988	\$1.15
Martin Middle School	1970	\$1.25
Miller High School	1928	\$1.44
Jones Elementary School	1990	\$1.53

*Source: Office of Maintenance, CCISD.*

Some districts have performed energy audits on selected facilities to determine what contributes to higher than expected costs. Industry experts agree that school energy audits should be performed about every five to seven years. Energy consultants also suggest that school districts perform energy audits whenever energy rates change; after a major equipment failure; and when the district makes additions to existing facilities. These

audits should keep school district officials aware of new energy technology that promises improvements in energy efficiency.

An energy audit could also help identify the reasons for such a wide variation in energy consumption among different schools. For example, although Jones Elementary School has many students and is used often for community meetings and other functions, this does not fully explain why its energy consumption is so high, since other schools with as many students and activities are experiencing lower rates.

Based on the experience of the State Energy Conservation Office (SECO), consultants can gather utility data and energy information from a district and provide an on-site evaluation for approximately \$1,000 per building. SECO recommends auditing one campus for every five campuses in a district.

CCISD is already using performance contractors to help implement many of its energy related projects. However, more opportunities exist to expand the use of these creative financing options. There are numerous examples of other school districts that have successfully funded their energy projects:

- Spring ISD uses money saved through its energy management efforts to fund conservation enhancements, thus avoiding expenses associated with borrowing funds for such work.
- Longview ISD had an energy retrofit project similar to CCISD that needed funding. The firm hired to perform the work guaranteed savings as a result of the energy retrofit. This arrangement allowed the district to use savings generated by the retrofits to repay a low-interest loan used to pay the contractor.
- The State Energy Conservation Office's (SECO's) Loans to Save Taxes and Resources (LoanSTAR) Program offers low-interest loans at a current rate of 4.04 percent for financing conservation retrofits of this type. The program allows loan repayment to be timed with the realization of energy savings from the projects.
- Humble ISD recently borrowed \$675,000 from SECO's LoanSTAR Program to upgrade its heating, ventilation, and air conditioning systems at one of its middle schools.

CCISD is currently considering an energy retrofit project for replacing the district's window air conditioning units with newer units which will be funded from the district's General Revenue Fund.

**Recommendation 54:**



**Explore opportunities to use energy audits and performance contracts and other alternative methods to fund energy retrofit and/or construction projects to achieve districtwide savings in energy costs.**

CCISD should continue to use performance contracting to fund and implement their energy projects.

In additions, the district should negotiate with a firm to conduct energy audits and develop an energy retrofit project for replacing the district's window air conditioning units, preferably with central air conditioning units using alternative financing sources such as SECO's LoanStar program. This arrangement would allow the district to use savings generated by the installation of more energy-efficient air conditioning units to repay a low-interest loan used for their purchase and installation.

The district should identify other retrofit and construction projects to reduce energy costs, and include these as part of the energy management and conservation plan for the district.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The energy manager identifies and evaluates potential energy retrofit projects in the district.	November 1997
2. The energy manager solicits requests for proposal to conduct energy audits and replace existing window air conditioning units with more energy-efficient centralized units at schools and other energy-saving projects throughtout the district.	December 1997
3. The energy manager assesses the request for proposals and the assistant superintendent for Business and Administration selects with any necessary adjustments the best proposal.	January 1998
4. The selected firm begins to replace window air conditioning units and complete other projects under a lease financing arrangement.	March 1998

**FISCAL IMPACT**

CCISD should ultimately be able to reduce its energy costs from \$1.17 to \$1 or less per square foot through implementing its overall energy management and conservation plan. It is assumed that a \$1 million loan through SECO or a private performance contractor could achieve half of these savings, or \$389,300 annually (\$.08 savings/square foot X 4,866,436 square feet).

An eight-year payback for the \$1 million loan would result in a repayment amount of approximately \$135,000, for net annual savings of about \$254,300.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Use performance contracts to fund energy projects	\$0	\$254,300	\$254,300	\$254,300	\$254,300

## Chapter 6

# Financial Management Introduction

This chapter assesses CCISD's financial management function in four sections:

Financial Management  
Planning and Budgeting  
Finance Department Operations  
Internal Audit

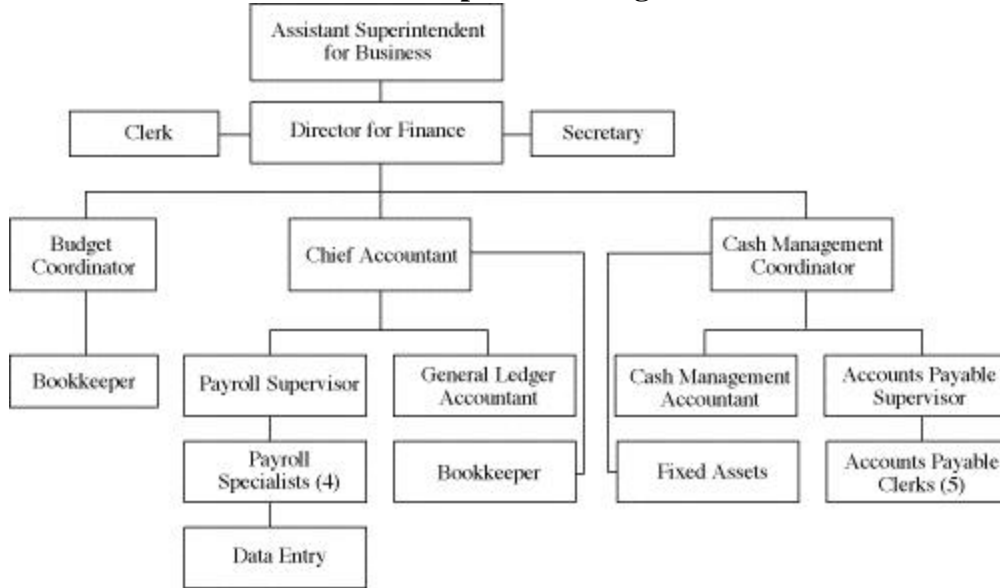
CCISD's financial management function has successfully controlled the district's level of expenditures over the past five years. The district provides education at a lower cost per pupil than most of its peer districts, and has cut positions in recent years to improve its financial stability. However, flaws in the district's budget process and a lack of operational efficiency measures make it difficult to determine the overall effect of these cuts on district productivity.

This chapter reviews CCISD's overall financial management function. Assessments of financial management issues relating to specific functional areas are presented in separate chapters of this report.

### **CURRENT SITUATION**

The primary responsibility for CCISD's financial management function rests with the assistant superintendent for Business and Administration. The director of Finance reports to the assistant superintendent and is responsible for daily activities in accounting, investments, and budget monitoring. **Exhibit 6-1** shows the organization of the Finance Department.

**Exhibit 6-1  
CCISD Finance Department Organization**



*Source: CCISD Finance Department*

Virtually every department in CCISD is involved in the financial management function, whether in the development of a departmental budget or the control of expenditures. Accordingly, this chapter takes a broad view of CCISD's financial management functions, as well as specific accounting and audit functions.

# Financial Management

Financial management in Texas public schools is particularly difficult because of the recent volatility of school finance reform. While school districts were preparing their budgets for 1997-98 school year, the Legislature was contemplating a major overhaul of property taxes, with the intent of increasing the state's share of public education funding. With the exception of increased homestead exceptions, overall property tax reform did not occur in the recent legislative session, but the issue is likely to reemerge in future sessions. This uncertainty complicates district financial management, and makes it imperative that school district financial officers be prepared for change. It also creates a compelling reason to control costs.

## CURRENT SITUATION

CCISD has 5,311 employees and a budget of \$235 million in the 1996-97 school year. It is the largest single employer in the Corpus Christi area.

CCISD's primary sources of revenue are state appropriations, local funds, and various federal funds. Texas has a two-tier funding system that determines state appropriations to school districts. Tier I funding subsidizes local tax receipts to produce a basic allotment of \$2,573 per student for all Texas public schools. To be eligible for Tier I funds, districts must levy a property tax of at least 86 cents per \$100 of taxable property value. Tier I funds also include grants for categorical programs, such as special education, bilingual education, and transportation, which are based on formulas specific to each area. Tier II provides additional revenues to school districts based on a weighted average daily attendance level.

For the 1997-98 school year, the state appropriated \$107 million to CCISD, virtually the same as the previous year's amount. **Exhibit 6-2** presents a summary of the state aid calculation for CCISD in the 1997-98 school year.

**Exhibit 6-2**  
**CCISD's 1997-98 State Aid Calculation**

Description	Amount
Regular education	\$90,648,112
Special education	16,348,985

Career and technology education	4,474,345
Gifted and talented education	583,675
Compensatory education	10,342,054
Bilingual education	465,160
Transportation	1,947,641
Total cost of Tier I	\$124,809,972
Less local share	(47,917,547)
Tier II	29,680,522
Technology allotment	1,149,478
Other programs	1,115,288
<b>Total State Aid</b>	<b>\$108,837,713</b>

Source: TEA Summary of Finances, 1997-98

The district's local share, as deducted above, is based on a minimum tax rate of 86 cents times the taxable value of property in the school district for the preceding tax year, which for CCISD was approximately \$5.5 billion.

On a local level, CCISD has two separate property tax rates that generate revenues, one for school district operations and maintenance and another for debt service. CCISD's combined calculated tax rate of \$1.458 per \$100 generated about \$80 million in 1996-97. **Exhibit 6-3** compares CCISD's tax rate and property values to its peer districts. The districts are ranked from the lowest to highest total tax rate.

**Exhibit 6-3**  
**Peer District Comparison of Tax Rates and Appraised Values**  
**1996-97 School Year**

District	Tax Rate Total (Calculated)	Tax Rate Operations and Maintenance (Calculated)	Tax Rate Debt Service (Calculated)	Assessed Property Value
Laredo	1.2150	1.0239	0.1911	\$1,346,689,990

Ector County	1.4224	1.3419	0.0805	\$3,547,538,718
<b>Corpus Christi</b>	<b>1.4580</b>	<b>1.2599</b>	<b>0.1981</b>	<b>\$5,954,431,818</b>
McAllen	1.4500	1.2057	0.2443	\$2,893,899,067
Northside	1.4430	1.1432	0.2998	\$10,458,415,684
Pasadena	1.48	1.31	0.17	\$5,025,882,770
Ft. Worth	1.455	1.315	0.14	\$12,225,138,226
Ysleta	1.6495	1.4522	0.1973	\$3,960,575,475
Aldine	1.485	1.3207	0.1643	\$5,505,833,820

*Source: Name of publication, Municipal Advisory Council of Texas.*

Funds received to support debt service pay principal and interest on bonds used to fund building and renovation programs and capital equipment. CCISD has \$124.7 million in outstanding debt, and is paying \$11.8 million a year in debt service. The district also has a \$4.5 million outstanding term note for technology equipment purchased with the Elementary and Secondary Education Act (ESEA) Title I grant funds. Debt service on this note is being paid with continuing Title I grants.

In the 1995-96 school year, CCISD obtained \$23.1 million in federal funds, representing 10 percent of CCISD's revenue. Almost half of these funds are Title 1 funds for disadvantaged or at-risk children. Another \$7.4 million came from the National School Lunch Program, which provides free and reduced-price lunches to economically disadvantaged students. The third-largest source of federal funds is the Individual with Disabilities Education Act, which provided \$1.6 million to the district's special education program. A host of other programs comprised the balance of federal funds.

CCISD's classification of expenditures is made in accordance with account codes prescribed by the Texas Education Agency (TEA). **Exhibit 6-4** presents a summary of CCISD's 1996-97 expenditures broken down by category. Expenditures also are accounted for by funding source.

**Exhibit 6-4  
CCISD 1996-97 School Year Expenditures**

<b>Object</b>	<b>Amount</b>	<b>Function</b>	<b>Amount</b>	<b>Program</b>	<b>Amount</b>
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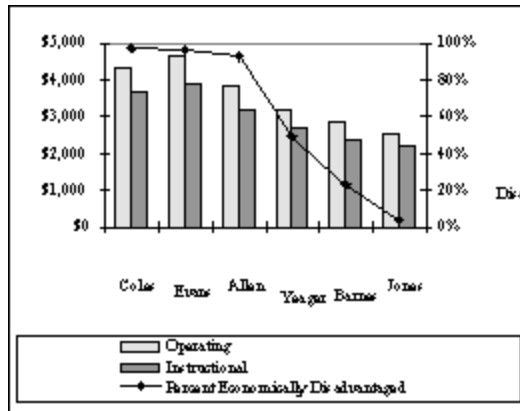
Payroll	\$165,236,000	Instruction	\$127,887,000	Regular Education	\$96,956,000
Contracted Services	16,854,000	Instructional Related	23,438,000	Special Education	19,436,000
Supplies	24,599,000	Pupil Services	32,666,000	Compensatory Education	24,157,000
Other Operating	4,071,000	Administration	19,783,000	Career & Technology Education	5,681,000
Debt Service	13,763,000	Physical Plant	30,269,000	Bilingual Education	641,000
Capital Outlay	10,626,000	Data Processing	1,106,000	Gifted & Talented Education	507,000
				Non-Instruction & Other Program	87,771,000
<b>Totals</b>	<b>235,149,000</b>		<b>235,149,000</b>		<b>235,149,000</b>

*Source: PEIMS Financial Data Files*

As **Exhibit 6-5** illustrates, the lower income elementary schools have higher per-student operating and instructional expenditures. The black line represents the percent of low-income students in the school. As the percentage of economically disadvantaged students decreases, the per-student expenditures also fall.

**Exhibit 6-5**  
**Per Pupil Operating and Instructional Expenditures**  
**and Percent Economically Disadvantaged Students**  
**Sample of CCISD Elementary Schools**  
**1995-96 School Year**

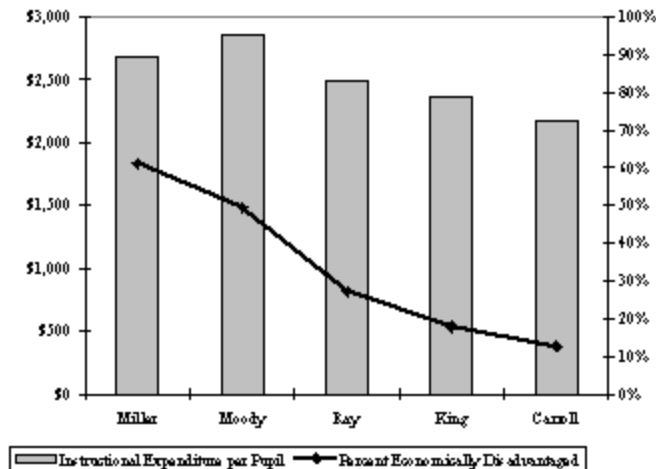




Source: *Campus Detail List, Academic Excellence Indicator System 1995-1996*

A similar scenario exist at CCISD's high schools. CCISD spends more per student at high schools with a higher percent of students who are economically disadvantaged. As **Exhibit 6-6** illustrates, Miller (\$2,676 per student) and Moody (\$2,849) that have higher percentages of economically disadvantaged students, have higher instructional expenditures per student than Carroll (\$2,175 per student) and King (\$2,360).

**Exhibit 6-6**  
**Per Pupil Instructional Expenditures and**  
**Percent Economically Disadvantaged Students**  
**at CCISD High Schools**



Source: *Campus Detail List, Academic Excellence Indicator System 1995-1996 school year*

Part of the spending differential among campuses is due to the fact that more federal funds are available to schools with economically disadvantaged students. Furthermore, CCISD has been under a court-ordered desegregation plan for the past two decades that also has increased spending in certain schools.

These spending differences have caused many parents, teachers, and campus administrators to view current spending practices as inequitable (**Exhibit 6-7**). About a third of the district's central administrators share this perception.

**Exhibit 6-7  
Responses to Survey Questions on  
Spending Equity**

	<b>Survey Response</b>					
<b>Survey Question</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>	<b>No Response</b>
<b>Parents</b>						
The district allocates funds fairly among schools.	3.5%	27.0%	28.4%	19.1%	14.9%	7.1%
The district allocates funds fairly among educational programs.	3.5%	25.5%	29.8%	31.3%	13.5%	6.4%
<b>Teachers and Principals</b>						
The district allocates funds fairly among schools.	1.7%	27.0%	19.4%	32.7%	16.6%	2.5%
The district allocates funds fairly among educational programs.	2.0%	23.1%	20.8%	3.7%	14.4%	2.8%
<b>Central Administrators</b>						
The district	10.8%	44.6%	25.3%	8.1%	1.2%	-

allocates funds fairly among schools.						
The district allocates funds fairly among educational programs.	6.0%	33.7%	25.3%	26.5%	4.8%	-

*Source: TSPR Survey Report.*

Among its peer districts, CCISD ranks third-lowest in expenditures per student, and fourth-lowest in instructional expenditures per student. CCISD ranks third in overall productivity, measured in general terms as the number of students per employee. CCISD also has the third-highest pupil-teacher ratio among its peers and a highly experienced teaching force. **Exhibit 6-8** compares CCISD expenditure and productivity statistics to its peer districts.

### **Exhibit 6-8**

#### **Comparative Profile of CCISD Financial Performance 1995-96 School Year**

	<b>Expenditures per Student</b>	<b>Instructional Expenditures per Student</b>	<b>Students per Employee</b>	<b>Student Teacher Ratio</b>
Ysleta	\$5,655	\$3,228	8.46	16.0
McAllen	\$5,496	\$3,190	7.55	15.4
Aldine	\$5,443	\$3,422	7.71	15.2
Laredo	\$5,377	\$3,306	6.48	16.8
Northside	\$5,293	\$3,095	8.21	15.7
Ft. Worth	\$5,087	\$3,053	8.71	17.8
<b>Corpus Christi</b>	<b>\$5,009</b>	<b>\$3,144</b>	<b>8.82</b>	<b>17.1</b>
Pasadena	\$4,800	\$2,917	9.03	17.2
Ector County	\$4,469	\$2,765	8.84	16.9

Source: AEIS 1995-96

While CCISD rank low on an expenditure per student basis among its peers, **Exhibit 6-9** presents a comparative analysis of spending by instructional program for CCISD and its peer school districts which shows that CCISD spends more totally than its peers on regular and special education, and less on bilingual education and gifted education.

**Exhibit 6-9**  
**Expenditures by Program**  
**Comparison of Independent School Districts**  
**1995-96 School Year**

District	Regular Expenditure	Bilingual Expenditure	Compensatory Expenditure	Gifted/ Talented Expenditure	Vocational Expenditure	Special Education Expenditure
<b>Corpus Christi</b>	<b>71%</b>	<b>0.2%</b>	<b>11%</b>	<b>0.3%</b>	<b>4%</b>	<b>13%</b>
Ysleta	70%	1%	14%	<1%	4%	11%
Pasadena	70%	2%	17%	<1%	3%	8%
Northside	69%	0%	9%	1%	4%	18%
Ector County	66%	7%	12%	1%	4%	10%
McAllen	66%	2%	15%	2%	5%	10%
Brownsville	65%	3%	19%	1%	6%	7%
Aldine	61%	3%	17%	1%	4%	14%
Laredo	47%	4%	34%	2%	3%	10%
Ft. Worth	46%	13%	20%	4%	4%	13%

Source: AEIS

**FINDING**

The review team found that CCISD has been effective in controlling its overall expenditures. The district's budget procedures for the two previous years included a form requesting each department to identify a 5 percent budget reduction. Consequently, CCISD's spending has increased only moderately over the past few years. **Exhibit 6-10** presents CCISD's

General Fund spending levels over the past five years. The General Fund represents the district's major operating fund. Federal funds and certain state funds are accounted for separately in individual special funds.

**Exhibit 6-10**  
**CCISD General Fund Expenditures**  
**1991-92 through 1995-96 School Years**

	<b>1992-93</b>	<b>1993-94</b>	<b>1994-95</b>	<b>1995-96</b>	<b>Percent Increase</b>	<b>Avg. Annual Increase</b>
Instruction	\$105,166,000	\$100,375,000	\$101,517,000	\$111,436,000	5.96	1.99
Instruction Related	20,032,000	17,747,000	18,997,000	20,484,000	2.26	0.75
Pupil Services	17,424,000	16,432,000	18,541,000	18,870,000	8.30	2.77
Administration	5,926,000	6,265,000	6,096,000	6,035,000	1.84	0.61
Maintenance	18,207,000	17,618,000	18,109,000	19,340,000	6.22	2.07
Facilities	24,000	1,310,000	2,499,000	1,969,000	720.42	246.81
Data Processing	1,409,000	1,044,000	1,020,000	1,096,000	(22.21)	(7.40)
<b>Total</b>	<b>\$168,188,000</b>	<b>\$160,791,000</b>	<b>\$166,779,000</b>	<b>\$179,230,000</b>	<b>6.57</b>	<b>2.62</b>
Average Daily Attendance	39,565	40,103	39,497	39,114	(1.14)	(0.38)
Expenditures per ADA	4,251	4,009	4,222	4,582	7.78	2.59

*Source: CCISD Annual Financial Reports, 1992-96; CCISD Membership Attendance by School, 1992-96*

As indicated in **Exhibit 6-10**, the percentage increase in instruction was less than the overall percentage increase, and lower than increases for pupil services and facilities. Facilities and facilities maintenance has been a high priority for the district, and maintenance staff have been added in recent years in response to complaints at the schools.

CCISD's efforts to control expenditures have enhanced its financial stability by increasing its fund balance to a reasonable level. CCISD has increased its fund balance from \$18.6 million, or 11 percent of general fund expenditures in 1992-93 school year, to \$43.5 million, or 24 percent

of general fund expenditures in the 1995-96 school year. Fund balances are maintained to accommodate contingencies and unexpected variation in cash flow. According to a TEA article entitled "Fund Balances, More Than Idle Cash in Banks", a formula can be applied to a district's balance sheet to determine an optimal fund balance. A worksheet is provided that takes the district step-by-step through calculating the optimal fund balance.

**Exhibit 6-11** presents the optimum fund balance schedule prescribed by the Texas Education Agency (TEA) as of August 31, 1996. The optimum, "favorable," fund balance for CCISD in the 1995-96 school year was 48.2 million, approximately \$4.7 million more than CCISD actual general fund balance of \$43.5 million. CCISD is much closer to its target balance of \$48 million in the 1995-96 school year than in previous years and indicates improved financial stability for the district. District officials expect that an optimum fund balance according to TEA standards will be achieved for

1996-97 school year.

**Exhibit 6-11**  
**CCISD Optimum Fund Balance Calculation Schedule**  
**General Fund, as of August 31, 1996**

Total General Fund Balance as of 8/31/96		<u>\$43,464,9777</u>
Reserved Fund Balances - General Fund	\$1,687,220	3,330,111
Inventories	-	
Prepaid Items	1,411,980	
Outstanding Encumbrances	-	
Self-Funded Insurance	-	
Other, Long-Term Receivables	230,911	
Other, Capital Acquisition Program		
Total Reserve Fund Balance		
Designated Unreserved Fund Balances	-	8,000,000
- General Fund	-	

Construction, Repairs and Renovation	-	
Claims and Judgments	8,000,000	
Expected Fiscal Year 1995-96 Model 401	-	
Cash Flow Deficit		
Capital Expenditures Equipment		
Other		
Total Designated Unreserved Fund Balance		
Estimated amount needed to cover fall (9/1/96 - 1/30/97) cash flow deficits plus one month's Average Monthly Cash Disbursements in the General Fund - net of borrowed funds and funds representing deferred revenues.		20,043,012
Estimated Average Monthly Cash Disbursements of General Fund for Period 9/1/96 - 5/31/97		<u>16,805,072</u>
General Fund Optimum Fund Balance		<u>48,178,195</u>
Deficit Net Undesignated Unreserved General Fund Balance		(\$4,713,218)

*Source: CCISD 1995-96 Annual Financial Report*

#### **COMMENDATION**

**CCISD has increased its fund balance to a more acceptable level by controlling general fund expenditures.**

#### **FINDING**

In 1995, CCISD entered into an advance refunding transaction through which \$46 million of bonds issued between 1986 and 1992 were retired and replaced with refunding bonds issued at a lower interest rate. This transaction produced a net savings to the district of more than \$2 million.

#### **COMMENDATION**

**CCISD has achieved significant savings by restructuring its debt.**

#### **FINDING**

CCISD allocates costs such as utilities and maintenance to its departments and campuses. Utilities costs are allocated based initially on meter readings in the departments and from the campuses, and then on square feet of space used by the particular functional area, such as food services. This practice has resulted in a more accurate accounting of Food Services costs.

#### **COMMENDATION**

**CCISD is commended for its cost allocation practices.**



# Planning and Budgeting

## CURRENT SITUATION

CCISD, like all Texas public school districts, is required to develop a budget each year for board approval. State law requires that a budget for the school year beginning September 1 must be approved no later than August 31. CCISD initiates its budgeting process in February of each year. **Exhibit 6-12** presents the district's budget calendar as applied in the 1996-97 school year for the 1997-98 school year.

### **Exhibit 6-12 Budget Calendar 1996-97 School Year**

Date	Activity
Feb 27	Management Team discussion of the 1996-97 budget process and preliminary budget calendar.
Feb 29	Per-capita budget information and forms and capital outlay forms to be sent to principals by the Finance Office.
March 5	Budget procedures and forms to be sent to administrators by the Finance Office.
March 26-29	Meetings with superintendent to discuss existing budget and proposed changes. <i>Note: these meetings never occurred.</i>
April 1	Rescheduled board meeting (tentative)  Discussion of the budget process to be used for the 1996-97 budget.  Discussion by the Board of Trustees of special budget concerns.  Distribution of the 1996-97 budget calendar as additional information.
April 4	Budget reductions and requests due in Finance Office.
April 19	School's deadline for capital outlay requests.
April 23	Budget reductions and prioritized budget requests to be presented to management team for review prior to presentation to the Board of Trustees on May 13, 1996.
May 13	Regular board meeting, budget workshop--presentation of prioritized budget requests and various reductions.

May (other)	Management team meeting to discuss any additional budget items.
June 4	Preliminary 1996-97 budget to be presented to the management team. Updated summary of changes also to be presented. Revenue projection to be included by Office of Finance.
June 17	Special Board Meeting--presentation of the preliminary 1996-97 budget.
July 16	Management team update of 1996-97 budget to be presented to the Board of Trustees on August 5, 1996.
July 22	Regular Board Meeting--optional 1996-97 budget discussion. Deadline for approval of the 1996-97 salary schedule.
July 23	Certification of the appraisal roll by the chief appraiser as required by law.
July 29	Special board meeting--update of the 1996-97 budget.
August 1	Posting of the 1996 effective tax rate by the county tax assessor.
August 19	Adoption of the 1996-97 budget.

*Source: CCISD Budget Calendar for 1996-97*

CCISD's budget development process focuses on incremental differences from the previous year's budget. Consequently, the prior year's budget is assumed to be the starting point, and only additions or deductions from that budget are evaluated in the budget process. Each department receives instructions to complete two lists of incremental budget requests: Priority I and Priority II. Priority I requests are considered critical needs of the department; Priority II requests are other, less critical needs. **Exhibit 6-13** presents the final version of the 1996-97 budget requests from June 1996 and the initial 1997-98 budget request of April 1997.

**Exhibit 6-13**  
**Incremental Budget Requests by Category and Priority**  
**1996-97 and 1997-98 School Years**

Program Name:	Budget Amount			
	1996-97 Priority I	1996-97 Priority II	1997-1998 Priority I	1997-98 Priority II
High Schools	\$574,996	\$252,836	\$348,340	\$763,440

Middle Schools	0	43,000	8,775	939,790
Elementary Schools	211,760	30,480	248,587	25,000
Dept. of Instruction & Special Programs	87,911	293,075	266,280	338,485
Dept. of Instr. Implementation & School Oper.	0	54,656	10,570	123,572
Gifted and Talented Education	43,500	0	0	0
Career & Technology Education	0	0	105,530	160,800
Compensatory Education	21,000	50,000	25,000	327,756
Bilingual Education	0	0	15,000	0
Special Education	54,000	263,506	650,390	416,000
Athletics	90,623	182,267	181,648	235,819
Division of Instruction & Operations	108,700	0	32,648	0
Maintenance	585,812	4,954,752	2,279,272	4,869,476
Transportation	(306,500)	0	843,854	0
Department of Business	0	0	0	0
Risk Management	(100,000)	0	0	0
Purchasing/Distribution	369,888	84,939	520,120	0
Finance	(5,940)	0	0	0
Division of Business & Administration	398,000	0	0	0
Data Systems Services	45,000	0	256,325	0
Administrative Personnel Services	147,975	0	0	0
Public Information & Governmental Relations	7,400	3,750	30,000	0
Office of the Superintendent	9,290	0	0	0

Personnel Services	(3,000)	0	0	0
District Wide Personnel Costs	326,692	581,000	(325,720)	630,000
Schedule of non-recurring expenditures	(2,143,498)	0	(922,328)	0
<b>Total Budget Requests</b>	<b>\$523,609</b>	<b>\$6,794,261</b>	<b>\$4,574,291</b>	<b>\$8,830,138</b>
3% Salary increase	\$3,700,000			
<b>Total Proposed Change</b>	<b>\$4,223,609</b>	<b>\$6,794,261</b>	<b>\$4,574,291</b>	<b>\$8,830,138</b>
Special Building Fund request	\$379,700			

*Source: CCISD Priority Requests*

Program statements must be included with each request, describing and justifying any new program

(Negative figures represent request to decrease the funding for the program). Between April and July, these needs are reviewed and refined before submission of a formal budget document to the board for approval. In May, the district conducts a budget workshop.

Teacher staffing levels are related to enrollment, but are not formula-funded. In the 1996-97 school year, CCISD schools received the same number of teachers as in 1995-96 school year, as adjusted for enrollment. Section 25.112 of the Education Code limits class sizes for kindergarten through fourth grade to 22 students.

Budget formulas are applied to determine certain expenditure levels for individual schools. These formulas are per-student allocations for supplies, library books, and capital outlays. For the entire district, these formula expenditures represent less than 1 percent of CCISD's budget. Schools have spending flexibility with these formula expenditures, in that the formulas dictate only funding levels for each type of expenditure. Schools may spend these funds among the specified categories based on their own needs and priorities. **Exhibit 6-14** presents the formulas applied by CCISD for funding supplies, library books, and capital equipment from the General Fund.

**Exhibit 6-14**  
**Student Allocations for Supplies, Books and Equipment**  
**1996-97 School Year**

<b>Items</b>	<b>High School</b>	<b>Middle School</b>	<b>Elementary School</b>	<b>Other</b>
Magazines	\$2.25	\$1.75	\$1.00	\$2.25
Instructional Supplies	\$21.50	\$22.25	\$27.25	\$21.00
Library Supplies	\$1.00	\$0.75	\$0.75	\$1.00
Office Supplies	\$2.50	\$2.25	\$2.00	\$2.50
Counselor Supplies	\$1.00	\$1.00	\$0.50	\$1.00
Instructional Misc.	\$2.00	\$2.50	\$0.00	\$2.50
Library Books	\$8.25	\$8.25	\$7.00	\$8.25
Capital Outlay	\$8.00	\$5.75	\$5.50	\$8.00

*Source: 1997-98 CCISD Budget Instructions*

Other school equipment such as computers may be funded through separate requests or programs. An expenditure is classified as a capital item if it meets the criteria defined in the district's budget procedures.

## **FINDING**

CCISD's budget priorities are established based on short-term goals, which may not be reflective of longer-term priorities.

The current budget process focuses on incremental expenditures as opposed to total expenditures. This approach assumes that prior-year resource levels are efficient, and that all programs provided in the current year will continue indefinitely. This approach discourages the termination of poor programs.

The budget process also lacks efficiency measures to support spending levels or spending increases. Priority requests are accompanied with a verbal description of the need for the expenditure.

**Exhibit 6-15** presents two examples of the justification for spending increases provided in the Priority I Budget Requests for the 1997-98 school year:

**Exhibit 6-15**  
**Examples of Justification for Expenditure Increases**  
**1997-98 School Year Priority I Budget Requests**

*(1) Middle School Teachers. Two middle school resource teachers are needed...other middle school campuses have three or more resource teachers. Existing teacher positions cannot be redirected to meet these needs since special education enrollments have increased by three hundred students.*

*(2) Custodians. One additional custodian due at Carroll High School due to increase in square footage.*

*Source: 1997-98 Priority I Budget Requests*

The proposed increase relating to middle school resource teachers does include pupil-teacher ratios for the specific campuses. The request for an additional custodian is not supported by productivity statistics, and assumes that Carroll High School currently has acceptable productivity levels for its current custodial staff. Such requests may lead to uninformed budget decisions that are overly reliant on the ability of department managers to sell their respective requests to district administration.

**Recommendation 55:**

Redesign the budget development process to assure proper allocation of resources and link the budget process to the strategic plan.

CCISD's current approach of evaluating incremental expenditures should be discontinued and replaced with a process that emphasizes the evaluation of program efficiency and effectiveness. Spending priorities should be established through the district's long-range strategic plan and. Specific, quantifiable goals should incorporate efficiency and effectiveness measures; recognition of district level goals and spending priorities; justification of current programs and expenditure levels; and economic justification for additional spending requests.

The annual budget process should begin with an assessment of current programs. The effectiveness and efficiency of programs should be analyzed to remove poorly performing programs and to identify opportunities for streamlining or cost reduction.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Finance establishes budget procedures that incorporate district goals and includes evaluation criteria.	October 1997
2. The superintendent reviews and approves the new procedures.	November 1997
3 The Finance Department provides support to departments in the	January

development of budget requests.	1998
4. The assistant superintendent for Business and Administration conducts three budget workshops to explain the new methodology to department managers.	January 1998
5. The assistant superintendent communicates the strategic planning priorities to district managers at the beginning of the budget cycle, and monitors the implementation of the new budget process.	February 1998

### **FISCAL IMPACT**

This recommendation could be implemented with existing resources, as budget workshops are currently conducted by the Office of Business and Administration.

### **FINDING**

CCISD does not use formulas to determine staffing levels, which has caused resources to be allocated inequitably. Examples of this can be found in CCISD's secondary schools. In the fall of the 1996-97 school year, Carroll High School had 25 sections of English classes with more than 30 students; one had 42 students. HAAS Middle School had two Math classes that had more than 30 student and one Reading class with more than 30 students.

Other staffing levels, including those for assistant principals, school support staff, custodians, maintenance, bus drivers, food service workers, and clerical support, also are determined without formulas. Other Texas school districts apply formulas to determine campus staffing levels.

**Exhibits 6-16, 6-17 and 6-18** provide campus staffing formulas applied at Spring ISD.

#### **Exhibit 6-16 Spring ISD Campus Staffing Allocation High Schools**

<b>Position</b>	<b>Student Enrollment</b>	<b>Allocation</b>
Principal	-	1.0
Assistant	0-399	1.0
principal	400-799	2.0

	800-1,199	3.0
	1,200-1,599	4.0
	1,600-1,999	5.0
	2,000-2,399	6.0
	2,400-2,799	7.0
	2,800-3,199	8.0
Counselor:	For each 400 students (or major fraction thereof)	1.0
Regular	-	1.0
Vocational	-	1.0
Drug education specialist	-	
Teacher:	25	1.0
Regular classroom	0-100	1.0
Band director	101-200	2.0
Choral music	201-300	3.0
Drill team	0-199	1.0
Extension Center	200+	2.0
Independent study	-	1.0
SWAS (5 periods	-	1.0
per day)	Under 18 students (maximum: 7 sections)	1.0
Basic skills lab	10-15	1.0
TAAS math	Staffed out of regular teacher allocation	
TAAS reading/	"	



writing	"	
Librarian	0-1,499	1.0
	1,500-1,999	1.5
	2,000-2,499	2.0
	2,500-2,999	2.5
	3,000+	3.0
Nurse	0-1,999	1.0
	2,000+	2.0
Clerical staff	For each 200 students (or major fraction thereof)	1.0
Library aide	750+	1.0
Nurse aide	-	1.0
Teacher aide	For each 300 students (or major fraction thereof)	1.0
Instructional assistant	-	2.0

*Source: Staffing Report, SISD Personnel Department*

**Exhibit 6-17  
Spring ISD Campus Staffing Allocation  
Middle Schools**

<b>Position</b>	<b>Student Enrollment</b>	<b>Allocation</b>
Principal	-	1.0
Assistant principal	0-399	1.0
	400-799	2.0
	800-1,199	3.0
	1,200-1,599	4.0
	1,600-1,999	5.0

Counselor	For each 400 students (or major fraction thereof)	1.0
Teacher:	22	1.0
Regular classroom	-	1.0
Extension Center	Staffed out of laboratory regular teacher allocation	N/A
Reading Lab	0-124	1.0
Band director	125-249	2.0
Choral music	0-199	1.0
	200+	2.0
Librarian	0-1,499	1.0
	1,500-1,999	1.5
	2,000-2,499	2.0
	2,500-2,999	2.5
	3,000+	3.0
Nurse	0-749	1.0
	750+	(3 days/week)
Clerical staff	For each 200 students (or major fraction thereof)	1.0  (minimum of 6)
Library aide	750+	1.0
Nurse aide	0-749	2 days/week
Teacher aide	For each 300 students (or major fraction thereof)	1.0

*Source: Staffing Report, SISD Personnel Department*

**Exhibit 6-18**  
**Spring ISD School Staffing Allocation**  
**Elementary Schools**

<b>Position</b>	<b>Student Enrollment</b>	<b>Allocation</b>
Principal	-	1.0
Assistant principal	0-749	0.5
	750-899	1.0
	900+	2.0
Counselor	0-749	1.0
	750-999	1.5
	1,000-1,249	2.0
Teacher:	22	1.0
Pre-K-5	12	1.0
Pre-First	0-499	1.0
Music/P.E.	500-749	1.5
	750+	2.0
Librarian	-	1.0
Nurse	-	1.0
Clerical staff	For each 250 students (or major fraction thereof)	1.0  (minimum of 3)
Library aide	440-659	0.5
	666+	1.0
Teacher aide	For each 300 students (or major fraction thereof)	1.0
Pre-K aide	0.5 teacher	0.5
	1.0 teacher	1.0

	1.5 teachers	1.0
	2.0 teachers	1.0
	2.5 teachers	1.5
	3.0 teachers	2.0

*Source: Staffing Report, SISD Personnel Department.*

Teachers, principals and parents generally perceive CCISD's resource allocation process to be inequitable. Only 29 percent of teachers and principals surveyed agree with the statement that the district allocates funds fairly among individual schools, while 50 percent disagree. Twenty-five percent agree that funds are allocated fairly among educational programs; 51 percent disagree. Less than 30 percent of parents surveyed agree with these statements, although one-third did not express an opinion or did not respond.

**Recommendation 56:**

**Develop staffing allocation formulas for budget purposes.**

The district should develop staffing allocations formulas for their elementary, middle and high schools. Student to teacher and student to employee ratios should be considered when determining staffing levels. The Finance Department should monitor staffing allocations each time enrollment figures are developed. Each School should have some flexibility to change staffing levels given special needs or programs occurring at a particular campus.

Staffing formulas for teachers, principals, assistant principals, bus drivers, custodians, food service workers, maintenance workers, and clerical support should recognize state limitations and board policies while targeting productivity levels.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The assistant superintendent for Business and Administration, in cooperation with the director of Finance, develops staffing allocation formulas for budget purposes.	October 1997
2. The superintendent and board approve the staffing formulas.	December 1997

3. The director of Finance, in cooperation with department managers, implements the new budget process.	January 1998
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### **FISCAL IMPACT**

No immediate fiscal impact would result from this recommendation. However, recommendations in other chapters of this report recommend changes in staffing levels based on best practices.

# Finance Department Operations

A successful finance operation typically has the following characteristics:

- Timely closings of the monthly records.
- Timely, accurate and informative reporting of the financial results of district operations.
- Adequate internal controls.
- Unqualified audit opinions.
- Non-recurring management letter comments from outside auditors.
- Efficient transaction processing largely reliant on automation.
- Adequate skill base of support staff given the nature of responsibilities.
- Adequate staffing levels given the volume of work.
- Continuous analysis of financial performance to improve cost efficiency.

The review team used these expectations to evaluate the financial management function.

## CURRENT SITUATION

The Finance Department's 23 employees develop and maintain the district budget, maintain general ledgers for all funds, process invoices for payment, process payroll, manage cash investments, track fixed asset and construction program expenditures, and perform special projects as needed. The Finance Department budget for 1996-97 school year is about \$2 million, more than half of which is dedicated to tax collection and appraisal services. **Exhibit 6-19** presents the 1996-97 school year budget for the Finance Department.

**Exhibit 6-19**  
**1996-97 Finance Department Budget**

Description	Amount
Payroll	\$688,180
Contracted Services (\$1,147,300 relates to tax collection and appraisal)	1,205,006
Materials and Supplies	51,660
Other Operating	6,940
<b>Total</b>	<b>\$1,951,786</b>

*Source: CCISD Budget*

During the next school year, the Finance Department will implement new computer software called Pentamation, which will integrate CCISD's financial systems with other systems and streamline accounting functions. For example, the new system has a feature to flag vouchers for payment on their respective due dates.

## **FINDING**

The accounting area has made great strides to improve its operations over the past five years. For example, CCISD's books are now closed two days after end of month, with the exception of year-end financial information that is subject to audit. Five years ago, some monthly closings did not occur for two months or more.

Other examples of a sound accounting operation are consistently clean audit opinions received by the district for the past five years. Moreover, CCISD's audited financial statements varied from PEIMS financial data by less than \$100 in 1995-96.

Part of the improvement has been due to the hiring of a highly qualified staff in the Finance Department. Finance has three certified public accountants and two other employees with accounting degrees.

## **COMMENDATION**

**CCISD has improved its accounting operations and consistently receives clean opinions on its financial statements.**

## **FINDING**

The Finance Department has two supervisory positions, one for accounts payable and another for payroll. Management in the Finance Department has indicated that neither of the positions are performing supervisory tasks. While their job descriptions indicate a supervisory role, a majority of their time is spent processing paychecks and accounts payable vouchers. These positions add an unnecessary layer of management in the Finance Department. Additionally computer hardware with accounting software will be installed in the accounting area in the 1997-98 school year which will make processing paychecks and accounts payable voucher faster and more effective.

### **Recommendation 57:**

**Eliminate supervisory positions for payroll and accounts payable.**

District management estimates that the accounting workload should decrease enough after the implementation of Pentamation in 1997-98 to allow for the elimination of two staff positions, due to the greater efficiencies of the new system.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Finance reassigns accounts payable and payroll functions to other Finance Department personnel and modifies job descriptions to reflect the new responsibilities.	October 1997
2. The superintendent reduces the 1998-99 budget by these two positions after implementation of the Pentamation software.	December 1997

**FISCAL IMPACT**

Savings are based on salaries of \$18,550 with 6 percent benefits for the two positions, or a total of \$37,100 annually.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Eliminate supervisory positions	\$0	\$37,100	\$37,100	\$37,100	\$37,100

**FINDING**

The Finance Department does not assign any positions to perform financial or fiscal impact analysis for the rest of the district, nor does it have procedures to assure that a fiscal impact analysis is performed for key projects or decisions. As a consequence, projects are implemented and key decisions made without full knowledge of their actual or intended financial impact. Several recent examples highlight this shortcoming.

First, CCISD's \$50 million technology plan makes no mention of potential labor savings due to the implementation of a more efficient system. This investment was evaluated exclusively from a cost standpoint. However the implementation of this plan should improve operating efficiency and accordingly allow for a reduction in staffing levels, and these savings should be included in the fiscal impact of the technology plan. A cost/benefit analysis would allow the district to make decisions that will truly benefit the district and justify expenditures to the taxpayers.

Second, the proposal to increase the length of the teacher planning period through block scheduling was not accompanied with a fiscal impact statement. Block scheduling increases the teacher planning period from 50



minutes to one hour and 20 minutes. Consequently, fewer teacher hours are spent in class. This decision has a cost, either in additional teachers needed to maintain existing class sizes or in additional teacher stipends for handling larger class sizes. The benefits to block scheduling, such as increased class time for students and improved student performance were discussed, but performance measures to determine if improvements were achieved are absent. Neither factor was analyzed by the district or presented to the board.

Third, the decision to implement closed campuses (requiring students to stay on campus during the lunch period) did not include a fiscal impact analysis for food service operations. This decision had significant consequences for food service operations, including meal participation as well as facilities.

**Recommendation 58:**

**Assign responsibility for the calculation and analysis of financial performance measures to the Finance Department and create procedures for developing fiscal impact statements.**

The Finance Department should be made responsible for the development and evaluation of formal fiscal impact statements for all proposed strategic planning initiatives, program changes, and other major decisions. The Finance Department also should assist other departments in identifying, developing, and reporting performance measures. Specific projects that should be addressed in the short term by the Finance Department include: the identification and quantification of labor savings from implementing the technology plan; maintenance of efficiency measures for all departments; and trend and peer analysis of PEIMS financial and staffing data to support efficiency measurements.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Finance modifies job descriptions for the accounting managers to include financial analysis and the development of fiscal impact statements.	October 1997
2. The assistant superintendent for Business drafts a policy to be approved by the board requiring fiscal impact statements to accompany any strategic planning initiative, program change, or other district decision with an expected fiscal impact greater than \$25,000.	October 1997
3. The director of Finance implements the policy and monitors the financial analysis functions of the department.	October 1997

## **FISCAL IMPACT**

This recommendation could be accomplished with existing Finance Department resources.

# Internal Audit

CCISD does not have an internal audit department per se, but has an internal audit function led by a third-party contractor. This contractor uses the services of one CCISD employee who is a Certified Public Accountant to assist in internal audit functions.

The Office of Internal Audit provides the Board of Trustees and management with independent analysis, appraisals, and recommendations concerning CCISD. This function conducts performance reviews; revenue enhancements; financial audits, and compliance audits. Within each of these areas, Internal Audit conducts specific reviews or audits based on requests from the Board of Trustees. **Exhibit 6-20** presents the audit plan for the 1996-97 school year. Items in italics are areas mentioned in CCISD's management letters. These management letters are prepared in conjunction with the external audit and identify problem areas that should be addressed by the district.

**Exhibit 6-20**  
**CCISD Internal Audit Plan**  
**1996-97 School Year**

Type of Audit	Specific Audit Plan Areas
Performance	Health services Computer repair Purchasing and distribution Transportation services
Revenue Enhancement	Health services billing and collection Food services cash receipts
Financial	Information system conversion Investment policies and procedures <i>Fixed asset policy implementation</i>
Compliance	<i>School operations - activity funds</i> Special education - grants

*Source: CCISD Internal Audit Plan, Year ending August 31, 1997*

CCISD's internal audit function reports directly to the Board of Trustees, but its budget is reported under the Office of Public Affairs and Governmental Relations. During the 1996-97 school year, internal audit budgeted 3,360 hours to perform the above audit programs. Of these hours, 1,650 are budgeted for the CCISD internal audit staff, and the remaining 1,710 are performed under the third-party contract. The budget for internal audit in the 1996-97 school year was \$197,090, of which \$157,000 was spent on contract services.

## **FINDING**

In addition to internal audits for control weaknesses, CCISD's internal audit function is performing services that should be performed by other departments within CCISD. The lack of performance measures in virtually all areas causes the Board of Trustees to obtain performance information through the internal audit function. By doing so, the board is relieving district administration of its responsibility to track its own performance.

The district also uses contract services to perform the basic internal audit functions of compliance and financial auditing. The cost of internal district staff for this effort is \$22 per hour. The average contracted rate for this service is \$86 per hour, or almost four times the cost of internal staff.

### **Recommendation 59:**

#### **Hire an internal auditor and eliminate contracted internal audit services.**

CCISD should hold its managers responsible for performance and performance measurement in accordance with goals and objectives outlined in a strategic plan.

Routine internal audit procedures should not be contracted out unless it is cost-effective to obtain specific technical expertise not available from district staff.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The assistant superintendent for Business drafts a budget amendment to eliminate contracted services for internal audit and include the addition of one internal auditor position.	October 1997
2. The superintendent and the board approve this amendment to the budget and hire an internal auditor.	November 1997

3. CCISD discontinues the use of contract internal audit services.	January 1998
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**FISCAL IMPACT**

Eliminating the contract service for internal audit will save the district \$157,000. Hiring an internal auditor for \$42,400 annually (\$40,000 plus 6 percent benefits), will result in an annual net savings of \$114,600 beginning in 1998-99. The district will realize eight months of savings for 1997-98 (\$76,400).

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Hire an internal auditor and eliminate contracted internal audit service	\$76,400	\$114,600	\$114,600	\$114,600	\$114,600

## Chapter 7

# Asset and Risk Management

This chapter of the report reviews CCISD's asset and risk management functions in five subsections:

- Cash Management
- Tax Collections
- Risk Protection
- Fixed Asset Management
- Legal Services

The review team's evaluation concluded that the district is effectively managing its cash resources, but should develop written cash management procedures. While tax collection rates compare favorably with other large districts, CCISD would benefit from policies and guidelines for delinquent tax collections.

The Office of Risk Management has done an excellent job of highlighting safety issues to the staff and employees, which has reduced workers' compensation claims over the last five years while the number of district employees has increased.

The district should more effectively account for its fixed assets and maintain a separate controllable inventory listing of lower-dollar items.

# Cash Management

## CURRENT SITUATION

Solid cash management is a basic financial function for any organization that involves cash-flow forecasting, cash-flow management, investment of surplus cash, and the maintenance of sound banking and investment relationships.

Cash management has six main objectives:

- to develop cash forecasts and provide adequate cash for operations, both short and long term.
- to ensure the effective use of school funds at all times.
- to establish accountability for cash receipts and provide adequate safeguards until funds are placed in the district's depository.
- to control disbursements to ensure that they are made only for approved and legitimate purposes, and to maintain adequate bank balances, where appropriate,
- to support proper bank relations.
- to maintain adequate cash records.

A detailed cash flow analysis is intended to identify specific cash requirements for payroll and other vendor bills and to determine investment opportunities that provide the highest possible interest rate while meeting these requirements.

CCISD is responsible for collecting local property taxes and ensuring the proper internal controls for this function, even if it is contracted to a third party. Tax collections are the district's main source of revenue.

The district also is responsible for internal controls, safeguarding its procedures for handling and transferring cash. Such controls may, for instance, require one employee to transfer and invest cash while another reconciles the balances and approves any transfers, to limit the possibilities of theft and fraud. Careful controls also must be maintained over the timing of disbursements to ensure that bills are paid only as they are due.

Accurate forecasting helps to ensure that surplus cash is invested in ways that maximize interest returns. CCISD board policies permit the district to invest in obligations of state and federal agencies and other political subdivisions, 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.

Two accountants supervised by the director of Finance manage CCISD's daily cash needs. CCISD's cash management functions are summarized in **Exhibit 7-1**.

**Exhibit 7-1  
Cash Management Roles and Responsibilities**

<b>Position</b>	<b>Roles and Responsibilities</b>
Director of Finance	<ul style="list-style-type: none"> <li>• Oversees the cash and investment management activities.</li> <li>• Approves daily banking and investment pool transactions.</li> <li>• Prepares monthly reports to the board.</li> <li>• Handles bids and investments in securities.</li> <li>• Ensures appropriate policies are in place.</li> <li>• Executes wires and interbank transfers.</li> <li>• Maximizes interest earnings with emphasis on safety and liquidity.</li> </ul>
Cash Management Coordinator	<ul style="list-style-type: none"> <li>• Manages the daily operational activities for cash and investment management.</li> <li>• Develops and maintains daily procedures.</li> <li>• Invests idle funds.</li> <li>• Maximizes the interest earnings.</li> <li>• Maintains safety and security of district funds.</li> <li>• Manages the banking relationships.</li> <li>• Views on-line prior days banking activity daily.</li> <li>• Coordinates cash flow forecast with director.</li> <li>• Oversees disbursements made to vendors.</li> </ul>

Cash Accountant	<ul style="list-style-type: none"> <li>• Prepares daily cash position sheet.</li> <li>• Recommends level of daily cash balance.</li> <li>• Updates cash forecast spreadsheet daily.</li> <li>• Updates check float projections daily.</li> <li>• Communicates with tax assessor-collector by 8:30 am daily to plan the current ay's deposits.</li> <li>• Reconciles tax assessor collector reports to the general ledger</li> </ul>
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	<ul style="list-style-type: none"> <li>on a monthly basis.</li> <li>• Prepares daily cash receipts and funds transfer sheets.</li> </ul>
Tax Assessor Collector	<ul style="list-style-type: none"> <li>• Establishes and oversees contractual services to assess and collect property taxes for the benefit of the district.</li> </ul>
Depository Bank	<ul style="list-style-type: none"> <li>• Provides banking services as required by the district.</li> </ul>

*Source: CCISD's job descriptions and interviews*

## **FINDING**

CCISD's depository bank contract was with American National Bank from September 1, 1995 through August 31, 1997 and Mercantile Bank beginning September 1, 1997 through August 31, 1999. The depository bank contract is acquired through a biennial competitive bid process designed to ensure that the best services are acquired for the lowest prices. Recent legislation now allows school districts to extend these contracts for two additional years before rebidding. However, this option can be exercised only to allow the district to extend favorable contract terms.

In addition to CCISD's depository accounts, each campus maintains activity fund accounts with a number of other institutions, including First Commerce Bank, Citizens Bank, Frost Bank, Mercantile Bank, NationsBank, Nueces National Bank, Pacific Southwest Bank, and The International Bank. Bank reconciliations for these activity fund accounts are prepared by CCISD's Accounting Office on a monthly basis.

All collateral pledged to the district to guarantee cash balances in excess of the FDIC's limit of \$100,000 is held by the Federal Home Loan Bank. The district uses the Lone Star and TexPool Investment Pooling services to invest money overnight to realize additional interest income.

As of April 11, 1997, total cash on hand plus investments totaled \$112 million. On this date, 60 percent of the district's cash was invested in U.S. Government Securities. The remaining 40 percent was invested in two different collective investment pools: TexPool (33 percent) and Lone Star (7 percent). These pools offer a competitive rate of return, while funds invested in them are relatively secure and can be withdrawn on short notice, unlike investments with specified maturities. Less than 1 percent of the district's cash was held at local banks.

A listing of the district's bank accounts is contained in **Exhibit 7-2**.

**Exhibit 7-2**  
**CCISD Bank & Investment Accounts**  
**April 11, 1997**

<b>Financial Entity</b>	<b>Account Type</b>	<b>Number of Accounts</b>	<b>Total Investment</b>
<b>Banks</b>			<b>\$1,099,829</b>
American	Operating accounts	2	
	Payroll account	1	
	Debt service accounts	2	
	Building fund accounts	2	
	General cafeteria account	1	
	Successor-in-interest account	1	
NationsBank	Local maintenance	2	
Mercantile	ACH payroll	1	
<b>Lone Star</b>			<b>\$7,358,836</b>
	Local maintenance	1	
	Building fund 1995 - US government fund	1	
<b>TexPool</b>			<b>\$36,505,247</b>
	Local maintenance	1	
	General cafeteria	1	
	CAP proceeds	1	
	Interest and sinking	1	
	Building fund 1995	1	
	Special building	1	
	Deferred compensation	1	
<b>U.S. Government Securities</b>			<b>\$66,831,582</b>
<b>TOTAL</b>			<b>\$111,795,494</b>

Source: CCISD Accounting Office

CCISD has established an on-line system with their banks and investment pools whereby balances in each of the district's accounts can be reviewed at the beginning of each business day. This on-line system also facilitates fund transfers. The district forecasts its cash needs on a daily basis for eighteen months into the future using a computer spreadsheet. Checks expected to clear the bank are estimated by the cash management accountant based on historical data. Any cash in excess of the amounts needed to clear checks is transferred to the investment pools. An average cash balance of \$500,000 is maintained at the depository bank due to uncertainty as to when the district's checks will clear.

The district's cash earns interest whether it remains at the depository bank or is transferred to the investment pools. **Exhibit 7-3** shows the interest and risk factors on these three investment options.

**Exhibit 7-3**  
**Investment Sources**  
**July 1997**

<b>Comparison</b>	<b>Depository Bank</b>	<b>Lone Star Liquidity Plus as of 7/21/97</b>	<b>TexPool as of 7/21/97</b>	<b>U.S. Gov't Securities as of 7/21/97</b>
Interest Rate	2%	5.437%	5.5451%	5.595-6.015%
Access to money	immediate	immediate	immediate	varied maturities
Daily interest on \$1 million	\$55	\$151	\$154	\$159
Risk factor	none	slight	none	slight

Source: CCISD Chief Financial Officer

CCISD's bank depository contract ensures that all funds are deposited in accounts that pay interest. Most funds are either invested in U.S. Government Securities, or overnight in investment pools to earn maximum interest rates.

**COMMENDATION:**

**CCISD deposits all funds into interest-bearing accounts.**

**FINDING**

Board policies provide a general overview of cash management requirements rather than specific operational guidelines. Written operational procedures are nonexistent for cash

management processes such as cash forecasting, investing, and daily cash management practices. The district has an experienced cash management staff member who handles this function on a daily basis. The cash accountant who reports to the cash management coordinator also understands the daily operational procedures.

While cash management processes are operating efficiently, experience in other districts shows that the sudden departure of experienced staff due to illness or accepting other jobs can be extremely detrimental if these processes are not properly documented.

**Recommendation 60:**

Develop written cash management procedures that clearly define the staff's roles and responsibilities.

These procedures should identify district positions responsible for certain cash management functions, address guidelines for selecting investment instruments, address timelines for writing checks or issuing electronic debits for the district's accounts payable and payroll, and govern the timely reconciliation of all district bank accounts including the school activity funds.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Finance writes procedures that assign cash management responsibilities and establish guidelines for investment instruments.	December 1997
2. The director of Finance writes procedures for the bank reconciliation process and the disbursements of operating checks.	February 1998
3. The director of Finance implements and monitors the new procedures.	Ongoing

**FISCAL IMPACT**

This recommendation could be implemented at no cost to the district.

**FINDING**

One important cash management issue is the maintenance of proper balances in the district's disbursement account. A cash manager knows when checks are written but can only estimate when they will be presented for payment. This uncertainty makes the maintenance of appropriate balances complex. The earlier in each day the cash manager learns the day's disbursements, the more flexibility he or she will have in making adjustments to the district's cash position, and interest rates are slightly better in the morning than in the afternoon.

Some banks offer a product called controlled disbursement to assist cash managers in monitoring daily balances. This type of account allows the cash management staff to

view on-line the checks that will clear the bank on a daily basis so that daily excess cash can be invested to earn a higher rate of interest; it also allows more timely investments and greater interest returns. In the last request for proposal (RFP) issued by the district, 15 banks received RFPs and three prepared bids to serve as the district's depository bank. Of these three proposals, only one bank offered controlled disbursements, but the fees it proposed to charge for this service were deemed by the district to be higher than the potential gain in interest. CCISD signed a depository contract through August 31, 1999, that does not include controlled disbursements.

An internal audit report on the district's investment policies and procedures concluded that between October, 1995 and March, 1997, the district could have potentially increased its interest earning by an average of more than \$3,000 per month had all cash funds been invested.

**Recommendation 61:**

Fully explore controlled disbursement banking and lower minimum balance requirements when negotiating the district's next bank depository contract.

When negotiating future depository contracts, CCISD should explore establishing a controlled disbursement account. The district should ensure that increased interest income exceed any additional fees associated with this type of account.

During the 1999 request for proposal process, CCISD should also negotiate lower minimum balance requirements for its bank accounts so that more funds can be deposited in accounts that pay higher interest levels, such as investment pools or U.S. Government Securities.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Finance establishes criteria for the 1999 request for proposal package that includes a controlled disbursement account and lower minimum deposit requirements for all bank accounts.	May 1999
2. The superintendent executes the new depository bank contract with fees that are no more than half of additional interest income.	September 1999

**FISCAL IMPACT**

The internal audit report indicated that if all of the district's cash funds were invested, it could earn an additional \$3,000 of interest per month. It is assumed that the district could achieve at least half of this increase, or \$1,500 per month, over and above the fees paid for the controlled disbursement account beginning in 1999-2000 ( $\$1,500 \times 12 = \$18,000$  per year).

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>
Explore controlled disbursement banking	\$0	\$0	\$18,000	\$18,000	\$18,000

# Tax Collections

## CURRENT SITUATION

CCISD's property tax rate is \$1.458 per \$100 valuation for a total adjusted 1996 levy of \$85,720,147. The district has contracted with the Nueces County Tax Assessor-Collector to assess and collect its property taxes since 1989. The tax collection rate achieved for the 1995-96 and 1996-97 levy was 97.11 percent and 97.06 percent, respectively, as of June 30, 1997. This collection rate compares favorably with those of other large school districts in the state.

**Exhibit 7-4** summarizes the contractual relationship with Nueces County:

**Exhibit 7-4**  
**CCISD Tax Collection Provisions**  
**Contract with Nueces County Tax Assessor-Collector**

Service	CCISD
Type of tax statement provided to taxpayers	Consolidated
Reporting frequency regarding total taxes collected.	Monthly and Annually
Number of hours after collection to turn over money to the district	48 hours
Prepare tax collection activity budget	Yes
Require approval from district before waiver of any penalties.	Yes, written
Installment payment term allowed	6 months >6 months must obtain district approval
Collection fee	1.0272 cents per parcel for all parcels on the district's certified tax roll located in Nueces County.
Payment frequency	Monthly for the previous month's service
Advisory Board membership	Yes, along with city, county, junior college and the district.

Collection of delinquent taxes	Authorized county to contract an attorney to collect delinquent taxes.
Collection rate for 1995 as of 6/30/97	97.11%
Collection rate for 1996 as of 6/30/97	97.06%

*Source: Tax Collection Contract & CCISD Tax Collection Report dated 6/30/97*

As the district's tax assessor-collector, Nueces County collects all CCISD taxes and contracts with a local legal firm to collect its delinquent taxes. CCISD's Finance Department deposits and invests the tax revenue.

According to a Nueces County representative, taxes are considered delinquent on February 1. From February 1 through June 30, delinquent tax notices are sent to past-due taxpayers that include interest and penalties. On July 1, any taxpayers still delinquent are turned over to the legal firm to begin legal action to collect the taxes. In addition to interest and penalties, taxpayers delinquent after July 1 also owe a 15 percent attorney collection fee.

## **FINDING**

The delinquent tax accounts receivable for CCISD as a percent of the total tax levy for 1996 is higher than either Ft. Worth or Pasadena ISDs, but lower than Aldine ISD as shown in **Exhibit 7-5**.

### **Exhibit 7-5 Comparison of Delinquent Tax Collection Rates CCISD and Selected Peer Districts July 31, 1997**

<b>Description</b>	<b>CCISD</b>	<b>Ft. Worth</b>	<b>Pasadena</b>	<b>Aldine</b>
Percent of Fiscal 1996 Taxes Collected as of July 31, 1997	97.07%	97.52%	97.4%	95.26%
Delinquent Tax Accounts Receivable as of July 31, 1997 for 1992 through 1996	\$8,995,290	\$11,564,209	\$7,067,213	\$11,885,147
Fiscal Year 1996	\$85,720,147	\$171,000,210	\$75,759,135	\$86,213,836



Adjusted Tax Levy				
Delinquent Tax Accounts Receivable, 1992-1996, as a Percent of Adjusted 1996 Tax Levy	10.5%	6.8%	9.4%	13.8%

*Source: Calame, Linebarger, Graham, Pena, L.L.P., CCISD Finance Department, and peer district tax offices.*

Although allowed by state law, no district policy exists 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 CCISD are, by default, left to the contracted attorney and Nueces County.

All taxing jurisdictions within Nueces County have established a consolidated tax-collection strategy; a committee representing these jurisdictions, including CCISD, participates in the selection of the law firm and in identifying general guidelines for collecting delinquent taxes. The outside law firm indicated that up to 70 properties are posted for sale each month in Nueces County, the majority of which are in CCISD. Of these, 20-40 are sold. However, CCISD does not monitor the collection procedures employed by Nueces County and the law firm, nor does the district have policies to guide these entities and protect the interests of all parties involved.

**Recommendation 62:**

CCISD should establish a tax collection policy that maximizes the timely and efficient collection of delinquent taxes within the guidelines of state law.

The district should adopt policies and procedures that establish clearly defined guidelines and performance measures for Nueces County and the outside law firm. These policies should thoroughly address procedures for seizing and handling the property of delinquent taxpayers, including properties that have been struck off the tax roles which were obtained by the district in lawsuit judgments. The policies also should address the potential impact of an aggressive collection program on poor and elderly homeowners.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The superintendent and the director of Finance develop a comprehensive delinquent tax collection policy with guidelines that outline collection steps to be followed by Nueces County and the outside law firm.	January 1998
2. The board approves the policy.	February 1998
3. The director of Finance coordinates with Nueces County and the outside law firm to implement and monitor the new policy and track its impact on collections.	March 1998

### **FISCAL IMPACT**

This recommendation can be implemented without cost to the district and potentially CCISD may be able to reduce the percentage of its five-year tax accounts receivables.

### **FINDING**

Nueces County provides the district with a check for all sums it collects on its behalf within 48 hours of collection. At present, the district picks this check up daily and deposits it in the bank before 2 p.m. The district cannot deposit the money to its investment pools until the next day, since the bank must first clear Nueces County's check. The district could increase its interest income if the money could be electronically transferred from Nueces County to an investment pool account set up for this purpose because it would avoid this one-day delay.

In January, 1997, CCISD's Board of Trustees adopted a resolution authorizing daily remittances in excess of \$200,000 to be wired to the district's investment pool account. The board-adopted resolution has been communicated to Nueces County, but the tax assessor-collector has not found a effective wire transfer vehicle.

The tax assessor-collector indicated that Nueces County is reviewing CCISD's board resolution and that a proposal will be presented to CCISD and other taxing jurisdictions in the county on possible options.

Recommendation 63:

CCISD should coordinate with other Nueces County taxing jurisdictions to ensure that the Nueces County tax assessor-collector electronically transfers funds to investment accounts.

CCISD and other taxing jurisdictions should assist Nueces County to find a cost effective way to wire tax collections directly to investment pool accounts. This would allow CCISD to increase its interest income by avoiding the one-day delay currently required to process Nueces County's check.

One option that the jurisdictions might explore with Nueces County is electronically transferring funds through the Automated Clearinghouse (ACH), a national system that provides a better level of data base security than the wiring option and at fees that are considerably lower.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Finance works with other taxing jurisdictions to negotiate with Nueces County an electronic transfer system for tax collection deposits.	January 1998
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### **FISCAL IMPACT**

CCISD collects \$86 million in taxes each year, 95 percent of which is collected within five months after the bills are sent (\$86 million x 95 percent = \$81.7 million). During these five months, Nueces County collects an average of \$778,095 per day on CCISD's behalf. If collections were electronically transferred to investment pools and invested overnight at an average 5 percent annual return, the district would earn an estimated additional interest of \$16,000 per year.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>
Electronically transfer funds	\$8,000	\$16,000	\$16,000	\$16,000	\$16,000

# Risk Protection

## CURRENT SITUATION

A well-managed school district maintains a sound and complete risk management program. Some insurance coverage is compulsory, such as workers' compensation. Some may be required for contractual reasons, such as fire insurance required under a bond program; still other coverage is carried due to the risk inherent in everyday business. Risk management limits the district's exposure to financial loss through insurance coverage for district employees, students, and assets.

The risk manager must develop, plan, and implement procedures to control the risks to which the district is exposed. The manager should work closely with other functional groups such as food service, transportation, human resources, legal and accounting. The risk manager must ensure that the district is adequately protected against all significant losses.

CCISD's Office of Risk Management is responsible for the district's compliance with the Workers' Compensation Act, the Texas Hazard Communication Act, and board policy, as well as risk assessments intended to protect the district against catastrophic losses. The district's Department of Personnel and Administrative Services is responsible for the health insurance contract and other employee-related benefits.

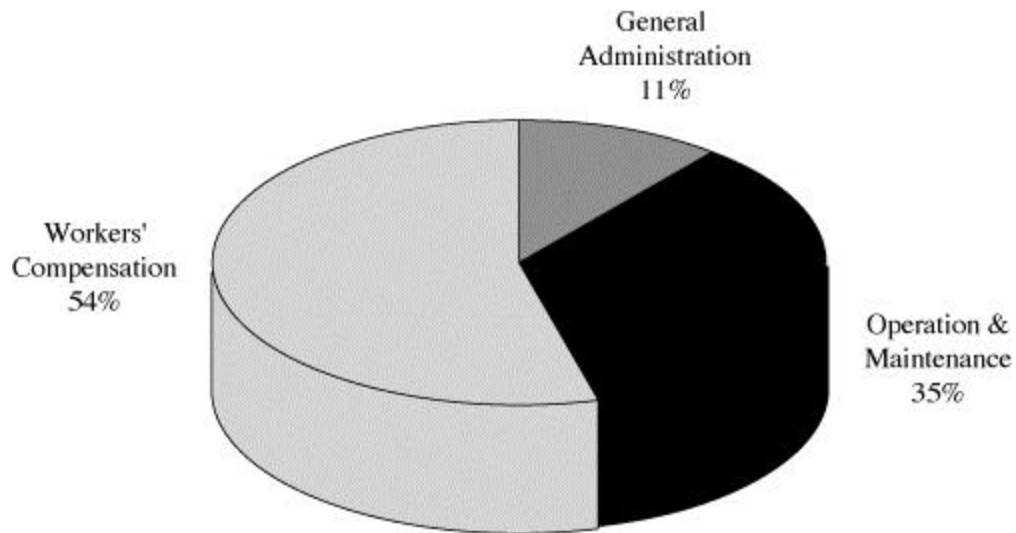
The Office of Risk Management has four primary objectives. First, the office must identify potential exposures to risk through inspections and assessments. Second, it evaluates risk situations--for example, risks to loss of property or personnel and potential third-party liabilities--and determines the proper corrective measures for avoidance and prevention. Finally, the office must maintain a comprehensive loss/accidental prevention program that addresses insurance coverage, safety awareness programs, accident review and investigation, environmental compliance, fire safety, and regulatory compliance with state and federal laws protecting lives, property and environment.

Environmental compliance includes compliance with the Texas Hazard Communication Act, Texas Asbestos Health Protection Act, Asbestos Hazard Emergency Response Act, National Emission Standard for Hazardous Air Pollutants, and other legislation.

The distribution of the department's 1996-97 budget of \$3,036,232 is shown below (**Exhibit 7-6**). Salaries are included in general

administration. The costs of all insurance coverage other than workers' compensation are included in operation and maintenance.

**Exhibit 7-6 Office of Risk Management Budget  
1996-97**

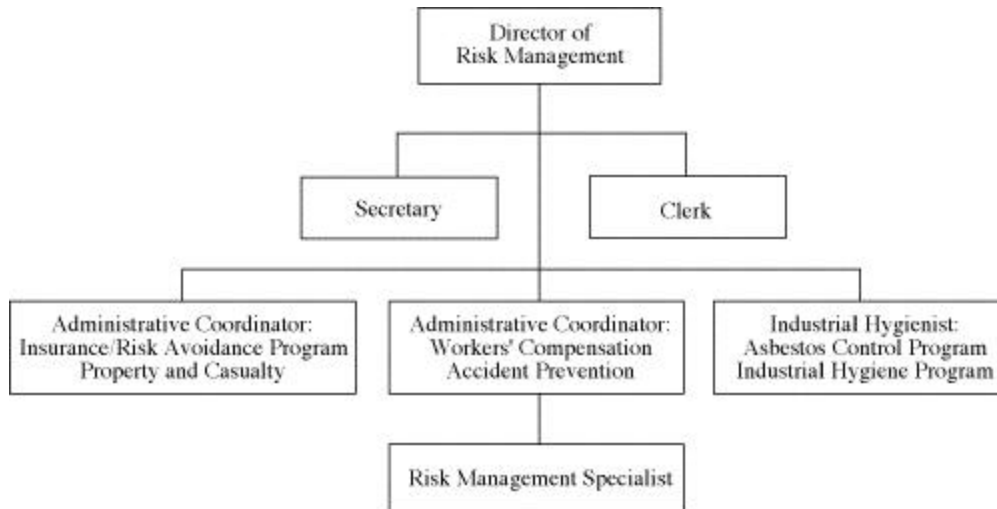


*Source: Office of Risk Management*

The Office of Risk Management is staffed with seven people and managed by a director who has been with the district since 1989. The department has a remarkably low turnover rate; only its clerk has been employed for less than one year. The average tenure of the other staff members is more than eight years.

**Exhibit 7-7** shows the organizational structure of the Office of Risk Management.

**Exhibit 7-7  
Organizational Structure of the Office of Risk Management**



Source: CCISD

**Exhibit 7-8** identifies the primary roles and responsibilities of each risk management position:

**Exhibit 7-8  
CISD Office of Risk Management  
Roles and Responsibilities**

Position	Primary Purpose
Director of Risk Management	<p>Supervise and manage a comprehensive risk management program to protect district assets from financial loss due to accidents or injuries.</p> <p>Properly identify and analyze loss exposures.</p> <p>Select proper techniques to control these exposures to risk.</p> <p>Implement the chosen techniques.</p> <p>Monitor the decisions made and carry out appropriate changes.</p>
Coordinator II Property/ Casualty	<p>Ensure major risks and potential loss exposures have been identified, properly analyzed and protected by insurance coverages.</p> <p>Manage all property/casualty claims to resolution and provide loss trend analysis reports.</p>

	<p>Manage loss prevention by creating greater safety awareness.</p> <p>Implement fleet safety programs.</p> <p>Develop inspection processes and driver training coordination.</p> <p>Initiate and administer annual drug and alcohol testing for all support personnel and random drug and alcohol testing for all commercial driver license operators.</p>
<p>Coordinator II Workers' Compensation</p>	<p>Ensure the worker's compensation program is managed efficiently, effectively and in strict compliance with state statutes.</p> <p>Develop and coordinate a comprehensive districtwide safety/accident prevention training program.</p> <p>Develop and implement a comprehensive districtwide fire prevention/protection program to minimize potential losses to students, faculty and property.</p> <p>Ensure a safe working environment by conducting physical hazard inspections of all facilities.</p>
<p>Industrial Hygienist/ Environmental Coordinator</p>	<p>Anticipate and recognize health and environmental concerns arising from work operations.</p> <p>Evaluate the magnitude of risk and provide controls or a proper response for the hazard.</p> <p>Comply with all local, state and federal regulations governing issues that protect the health of district employees and students and the safety of their environment.</p>

*Source: Office of Risk Management's Job Descriptions*

### ***Workers' Compensation Program***

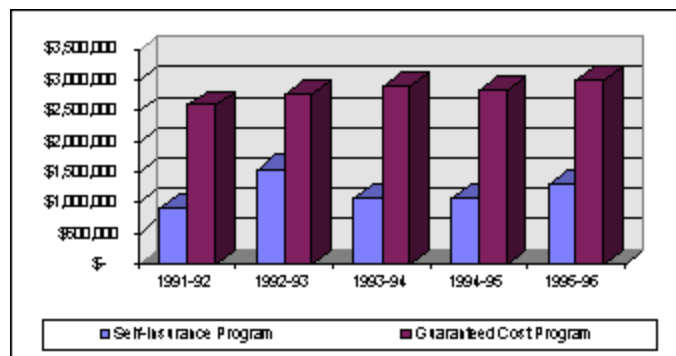
Prior to 1985-86, CCISD purchased workers' compensation coverage through the Texas Association of School Boards (TASB). Due to increasing premiums, the district decided to self-insure thereafter. Through a competitive bidding process, the district hired a third-party administrator to process all claims. In 1989, the district hired a risk manager. At that

time, CCISD collected the data needed to begin identifying claim causes and to establish a well-defined safety program. At present, the district carries a catastrophic claims policy through Gulf Insurance Company that covers each individual's claim in excess of \$500,000.

The service agreement with the third party administrator expires on August 31, 1997 and is bid every three years. The third party administrator provides claims administration consulting, claims adjustment, and risk data management services to the district. CCISD has established a claims fund so that the third party administrator can pay claims and claims expenses, including allocated loss expenses. During January and February 1997, the third party administrator issued checks in the amount of \$89,410 on the district's behalf. The district reimburses this checking account weekly. The district pays the third party administrator in two equal semi-annual installments based on actual expenses. The cost of the contract ranges from \$96,933 in 1991 to \$123,209 in 1995.

**Exhibit 7-9** compares the cost of a standard workers' compensation policy (guaranteed cost) to expenses of the self-insurance program.

**Exhibit 7-9**  
**Guaranteed Cost - vs. - Self Insurance Comparison**



*Source: Office of Risk Management - Series 1 Worksheet dated 8/31/96*

The self-insurance column reflects the district's actual workers' compensation-incurred liabilities plus operational costs. The guaranteed cost column represents the projected program cost for a traditional workers' compensation policy based on benchmark rates identified by the Texas Department of Insurance based on the district payroll. **Exhibit 7-9** illustrates an average savings of more than \$1 million over the last five years.

## FINDING



The district actively pursues other parties that may be responsible for any injury to its employees, a process called subrogation. For example, a water contractor refilling a water cooler might be jointly liable for injuries to a district employee who slips and injures himself in spilled water. The district has successfully recovered an average of \$28,000 per school year through such subrogation (**Exhibit 7-10**).

**Exhibit 7-10**  
**History of Subrogation Recoveries**  
**1988 through 1995**

<b>Year</b>	<b>Recovery Amount</b>
1988-1990	\$123,000
1991-1993	7,883
1994-1995	75,312
1995-1996	18,277
<b>Total</b>	<b>\$224,472</b>

*Source: Office of Risk Management*

CCISD continually issues charts, posters, and informative information to its employees on safety awareness. Although the district's number of employees has risen over the last five years, the percentage of employees injured and the actual number of accidents both have decreased

(**Exhibit 7-11**).

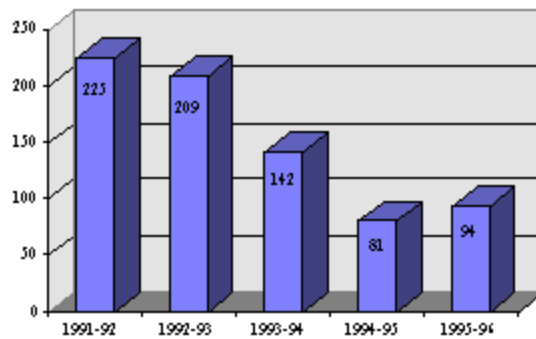
**Exhibit 7-11**  
**Workers' Compensation Five-Year Claim History**  
**1991-92 through 1995-96**

<b>Year</b>	<b>Number of Employees</b>	<b>Number of Injuries</b>	<b>Percentage of Employees Injured</b>
1991-92	4,930	341	6.9%
1992-93	5,123	333	6.5%
1993-94	5,313	321	6.0%
1994-95	5,413	324	6.0%
1995-96	5,355	318	5.9%

Source: Office of Risk Management

Beginning on April 1, 1994, the district developed and approved an alternate duty program that encourages temporarily injured employees to return to work early from a job-related injury. The program helps to identify and place injured workers in meaningful positions within the district, ideally in the worker's own department. Workers participating in the program can be placed back on active status, on the payroll and off workers' compensation benefits. This program has helped decrease the number of lost-time claims from a high during the 1991-92 school year of 225 claims to 81 and 94 claims in the 1994-95 and 1995-96 school years, respectively (**Exhibit 7-12**).

**Exhibit 7-12  
CCISD Lost-Time Accident History  
1991-92 Through 1995-96**



Source: Office of Risk Management - Series 1 Worksheet dated 8/31/96

While the average cost of each claim has increased from \$2,449 in 1991-92 to \$3,930 in 1995-96, the district's average claim remains far less than the state average (**Exhibit 7-13**).

**Exhibit 7-13  
Workers' Compensation Five-Year Claim History  
1991-92 Through 1995-96**

Year	Number of Employees	Number of Injuries	Incurred Liability	Average Cost of Claims	State of Texas Average Cost of Claims
1991-92	4,930	341	\$835,091	\$ 2,449	\$14,271
1992-93	5,123	333	1,472,589	4,422	13,178

1993-94	5,313	321	1,010,470	3,148	13,384
1994-95	5,413	324	1,076,997	3,324	12,552
1995-96	5,355	318	1,249,603	3,930	9,162

*Source: CCISD Risk Management Department & the Texas Workers' Compensation System Data Report (Pub. NO. EX97-001D(3-97))*

The Office of Risk Management has pursued cost containment agreements with local providers and is receiving treatments at costs that are often below the workers' compensation fee schedule. It also reviews all claims for fraud and hires a private investigator to investigate claimants suspected of filing fraudulent claims.

**COMMENDATION:**

**The district has implemented a number of initiatives designed to control and contain increases in workers' compensation claims.**

**FINDING**

Although CCISD has an excellent track record for controlling and containing workers' compensation claims, more could be done to reduce costs.

For example, the Texas Workers' Compensation Commission (TWCC) can provide information to employers on previous injuries for new hires. To receive such a report, the employer provides a TWCC form to all job applicants, which is signed and sent to TWCC to request a background check on the applicant. TWCC will report to the employer within 14 days of receiving the form. If the applicant has more than two injuries on file, this information will be released. If the applicant has less than two injuries, the district receives a "no report" form.

In conformance with the Americans with Disabilities Act, the TWCC form contains a statement that any information uncovered will not be used to deny the applicant work. If the employer determines that an applicant cannot safely perform the duties required by a job based on previous injuries, the district should make every effort to employ the applicant in other jobs. For example, an applicant with a history of back injuries applying for a position that requires the loading and unloading of cafeteria supplies could be employed by the district in washing dishes, serving food, or other roles that do not require strenuous lifting.

**Recommendation 64:**

Request injury reports from the Texas Workers' Compensation Commission for all new employees and provide pre-employment physicals when needed.

The district should establish a policy of reviewing accident records of new employees in conformance with the Americans with Disabilities Act. If needed, pre-employment physicals should also be conducted to ensure that new employees are placed in the most appropriate job positions.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The superintendent appoints a team of employees from the Office of Risk Management and Human Resources to write new policies and procedures to ensure background checks are conducted on prospective employees.	November 1997
2. The board approves the policy.	January 1998
3. The director of Human Services and the director of Risk Management implement the new policies.	March 1998

**FISCAL IMPACT**

The savings from reductions in workers' compensation claims should more than offset the cost of implementing this policy and conducting pre-employment physicals. If a cost-benefit analysis does not show this to be the case, this policy should be discontinued.

**FINDING**

The Office of the Risk Management does not ensure that a bank reconciliation is performed on the bank account used by the third-party administrator to pay claims. According to the contract, the third party administrator must perform bank reconciliations, and the director of Risk Management believes that these reconciliations are performed in accordance with the contract. However, the Office of Risk Management does not request a copy of these bank reconciliations from the third party administrator.

Monthly bank reconciliations by someone without access to the actual cash accounts could help reduce the potential for fraud. Since about \$40,000 of the district's money flows through the third-party

administrator's office each month, it is imperative to establish a system of checks and balances to ensure the safety of the district's money.

A reconciliation is the only way to confirm the accuracy of bank statements. It also helps keep errors in the system from being carried forward month after month.

**Recommendation 65:**

Ensure that the third party administrator for CCISD's workers' compensation program performs a bank reconciliation every month, and provides a monthly reconciliation to the district.

All checks should be posted correctly and outstanding items should clear in a reasonable time-frame. Actual canceled checks should be reviewed on a sample basis to ensure that each check contains an authorized signature and that other district policies and procedures are being followed. The internal auditor should periodically review these processes.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Risk Management meets with the third party administrator and designates personnel to perform the bank reconciliations on a monthly basis.	August 1997
2. The director of Risk Management follows up every month to ensure that the bank reconciliations are performed correctly, accurately and completely.	September 1997

**FISCAL IMPACT**

This recommendation could be implemented at no cost to the district.

# Fixed Asset Management

## CURRENT SITUATION

Fixed asset expenditure planning and control are critical to the long-term financial health of any school district. Generally, expenditures for fixed assets require significant financial resources; such decisions are difficult to reverse and can affect financial performance over a long period of time.

CCISD's fixed asset program is administered by the Finance Department and individually supported by the fixed assets clerk. The district uses a computerized system to maintain its detailed fixed asset subsidiary ledger. As of August 31, 1996, the book value of fixed assets of the district was \$276 million (**Exhibit 7-14**).

**Exhibit 7-14**  
**CCISD's Fixed Assets**  
**August 31, 1996**

Land	Building	Construction in progress	Furniture & Equipment	Balance 8/31/96
\$14,475,214	\$185,401,893	\$15,290,175	\$60,595,813	\$275,763,095

*Source: fixed assets clerk*

Fixed assets generally are defined by the district as inventory items costing \$200 or more per unit and with a useful life of two or more years. The district also tracks "walk-away" items, which includes items valued at more than \$200 which can be easily picked up and carried. Furniture is not considered a fixed asset or inventoried.

## FINDING

CCISD's purchasing cycle for fixed assets is slow and cumbersome. Several months may elapse between an item's receipt by Central Receiving and its logging into the system as a fixed asset. **Exhibit 7-15** details the steps that occur when a fixed asset is purchased, along with recommended improvements to the current process.

**Exhibit 7-15**  
**Fixed Asset Life Cycle**

Actor	Current Process	Improved Process

Campus or Department	1. Identifies desired item.	No changes
Accounts Payable	2. Verifies funds are available in appropriate account.	No changes
Purchasing	3. Orders item.	No changes
Central Receiving	<p>4. Receives item.</p> <p>5. Determines whether it is a fixed asset by looking at account code and/or examining item to see if it meets fixed asset definition.</p> <p>6. Tags item.</p> <p>7. Delivers item to school or department.</p> <p>8. Sends paperwork to Accounts Payable.</p>	<p>_ Receives item.</p> <p>_ Determines whether it is a fixed asset.</p> <p>_ If it is a fixed asset, tags item.</p> <p>_ Enters item into the fixed asset system, including the tag number.</p> <p>_ Delivers item to school or department.</p> <p>_ Forwards paperwork to Accounts Payable.</p>
Accounts Payable	<p>9. Pays for item once the following is received:</p> <p>_ purchase order</p> <p>_ receiving report</p> <p>_ invoice,</p> <p>_ W9 (for new vendors)</p> <p>10. For items coded to a fixed asset account, sends packet (check, invoice, receiving report and purchase order) to fixed assets.</p>	No Changes
Fixed Asset Clerk	11. Logs as a fixed asset.	No Changes

*Source: On-site observations and interview*

Moreover, the system is error-prone because it is largely a manual and paper-intensive process. For example, if an item is charged to a wrong account code, it may never be logged as a fixed asset unless Central Receiving and Accounts Payable both notice the error and treat the purchase as a fixed asset.

The transfer process is extremely cumbersome and time-consuming and requires numerous signatures. If someone wants to transfer a fixed asset to another school or dispose of the asset, they must obtain approvals from the materials manager, the Finance Department, the principals of the sending and receiving schools, and the fixed asset clerk--a total of five signatures. Best practices in other districts provide proper checks and balances with fewer signatures.

**Recommendation 66:**

Streamline the fixed asset processes of accounting, tracking, transfer and inventory control.

CCISD should write new policies and procedures to streamline the fixed asset receiving process so that a purchase is logged as an asset at the same time it is tagged as a fixed asset. This could be done by having the fixed asset clerk reside at Central Receiving. The district should ensure that errors in coding are corrected consistently by ensuring that Central Receiving tags items appropriately, Accounts Payable charges them to the appropriate accounts, and the fixed asset clerk logs them appropriately. To ensure the accountability of school inventories, each incoming principal should review and agree to the fixed assets located at the school before the outgoing principal leaves office.

Finally, the district should streamline the fixed asset transfer process by reducing the number of signatures and approvals required.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Finance appoints a team to recommend improvements to reduce the number of steps and signatures needed to purchase and transfer assets.	October 1997
2. The director of Finance prepares a policy using the team's recommendations and presents to the board for approval.	November 1997
3. The superintendent transfers the fixed asset clerk to Central Receiving.	November 1997



## **FISCAL IMPACT**

This recommendation could be accomplished at no additional cost to the district.

## **FINDING**

According to district officials, CCISD does not have a board policy concerning the threshold for fixed-asset capitalization, although TEA recommends that districts capitalize all assets with a cost in excess of \$5,000. Since the fixed assets clerk records fixed assets with a dollar value of \$200 or more, there is a significant volume of additions and deletions to the fixed asset system for transfers, purchases, and sales of assets. Since furniture is not included in the fixed assets inventory, it is not subject to an annual inventory count.

Each school and department performs a physical inventory count each year. Each school has six weeks to complete the inventory, review the fixed asset printout for their area, and return it to the district with corrections and updates. Once the changes are made in the system, the district sends out a revised printout to verify fixed asset status. During an annual external audit, the district's auditor reviews a sample of all fixed assets.

The review team found that the data in CCISD's fixed asset inventory includes items purchased as far back as 1978 with values as low as \$64.70.

### **Recommendation 67:**

Establish a board policy for the capitalization of fixed assets with a threshold of \$5,000 and maintain a separate controllable inventory listing of lower-dollar items.

Board policy should raise the fixed asset threshold to \$5,000 and establish a separate controllable inventory file of appropriate lower-valued items. From an administrative standpoint, entry of items to the accounting system would not change. Controllable assets would be tagged and inventoried, which would serve as an effective internal control, but would not be subject to a sampling by the external auditor.

The district should consider which items valued at more than \$200 to include in the controllable inventory. For example, some furniture could be tagged and inventoried, especially those items that can easily be stolen. Items valued at less than \$200 should be purged from the system.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Finance thoroughly reviews the current practice of recording fixed assets and drafts a new policy based on the district's needs.	November 1997
2. The board reviews and approves a policy for the capitalization of fixed assets.	December 1997
3. The fixed asset clerk updates fixed and controllable asset inventories and reconciles the inventories to the fixed asset and controllable asset ledgers.	January 1998

### **FISCAL IMPACT**

There should be no fiscal impact related to the adoption of this board policy. Raising the threshold for capitalizing fixed assets to \$5,000 could reduce external auditor fees somewhat since there would be fewer items to sample.

# Legal Services

## **CURRENT SITUATION**

Until 1993, CCISD did not have an in-house counsel. During the 1993-94 school year, the district hired an attorney to handle litigation, manage outside counsel, provide guidance on district policy, and attend grievance hearings. This position reports to the director of Public Affairs and Government Relations.

## **FINDING**

In 1995-96, CCISD spent more than \$567,000 on legal fees, more than half of which related to special education lawsuits. During 1996-97, special education costs have been reduced dramatically because of the district's practice of assigning these cases to its in-house counsel.

In spite of these reductions, the district's overall legal expenses have remained high. This is primarily due to extraordinary costs associated with a long-standing desegregation suit, a school prayer lawsuit, and a whistleblower case involving four teachers that will come to trial later this year. As these cases are resolved, legal fees will be reduced, and legal activity is expected to be of a more routine nature.

CCISD is pursuing a cooperative arrangement with neighboring districts to share an additional attorney. Once the district begins assigning routine cases to the cooperative attorney, the district expects legal fees to be reduced to less than \$200,000 per year.

## **COMMENDATION:**

**CCISD has taken steps to reduce its outside legal costs.**

## Chapter 8

# Purchasing and Distribution

This chapter examines the functions and activities of CCISD's Office of Purchasing and Distribution in three sections:

Organization and Management  
Automation  
Textbook Processing

CCISD's purchasing process relies heavily on manual operations to produce forms featuring similar information. The district is implementing new software to automate purchasing functions, but has not redesigned its processes to achieve savings from improved automation. This chapter contains several recommendations that identify such savings, and also includes recommendations to flatten the organization of Purchasing and improve textbook processing.

# Organization and Management

## CURRENT SITUATION

CCISD's Office of Purchasing and Distribution is responsible for all district purchasing except for those purchases made from various funds at individual schools. The office's mission is "to provide quality goods and services in accordance with local Board Policy and Procedures and Federal and State Law at the lowest cost, in a timely manner, and with zero customer complaints." The objectives of Purchasing are detailed in the **Exhibit 8-1**.

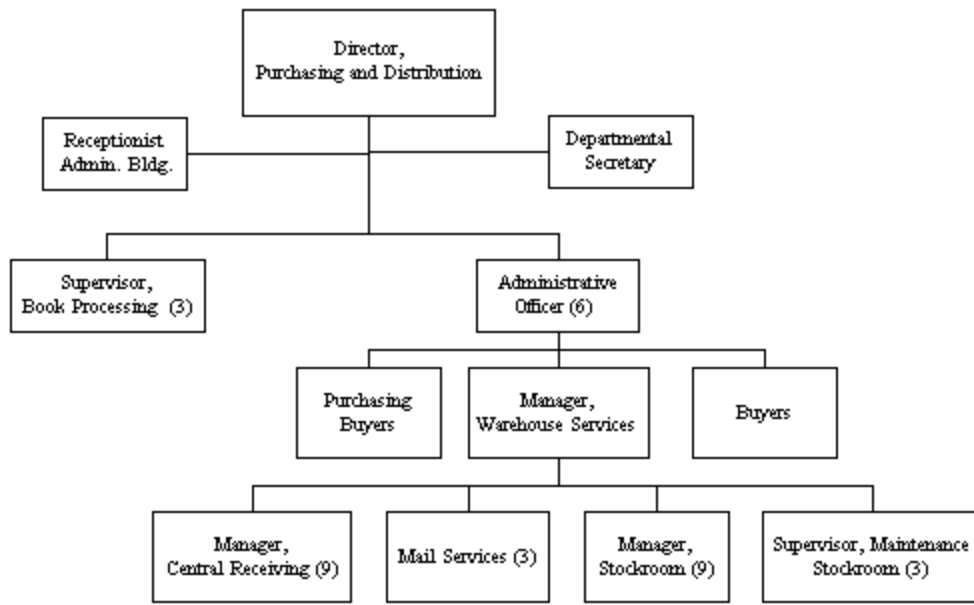
### **Exhibit 8-1 Objectives Purchasing and Distribution**

- Purchase, receive, stock, distribute and assemble furniture, equipment, and supplies
- Repair furniture and equipment
- Process textbooks and library materials to include receiving, stamping, numbering and issue to appropriate locations
- Provide district-wide mail service
- Provide for a variety of services, such as telecommunications, copier services, repair, and replacement of various items
- Provide customer supply stockrooms for the director for Maintenance and an administrative/instructional supplies stockroom for the district

*Source: Office of Purchasing and Distribution, CCISD*

As illustrated in **Exhibit 8-2**, the Office of Purchasing and Distribution is organized into three main departments: Purchasing, Warehouse Services, and Book Processing.

### **Exhibit 8-2 Organization Purchasing and Distribution**



*Source: Purchasing and Distribution, CCISD*

Purchasing's main responsibility is to process purchase requisitions. It employs four buyers, each specializing in a particular commodity. The Purchasing director has unlimited authority to sign purchase orders, with these exceptions: any purchase for the Office of Maintenance (Facilities); contracts amounting to \$15,000 or more; and all other purchases amounting to \$25,000 or more. The director of Purchasing signs purchase orders of these types only after approval by the Board of Trustees. The administrative officer of Purchasing has authority to sign purchase orders for up to \$5,000 at any time. In the director's absence, the administrative officer assumes this authority.

Warehouse Services performs the principal warehousing functions of the district and is divided into Central Receiving, Logistics, and Stockroom. Book Processing is responsible for the distribution and tracking of state and district-owned textbooks in the district.

Teachers and staff at schools obtain supplies, equipment, and services through five different means:

- "Short form" purchase requisitions are used to requisition goods or services that will require some form of competitive bidding. They are sometimes used when the final description of the goods being requisitioned or the vendor is not known by the requisitioner, and a formal purchase order must be prepared.
- The district contracts with a catalog office supply company to provide school supplies and equipment not available through the

Central Stockroom. Each school or department orders office supplies and equipment directly from the office supply company.

- "Long form" purchase requisitions are used to requisition goods or services when the requisitioner knows the likely source and bidding is not required. These goods and services include low-value, copyrighted, instructional materials and fees for workshop conductors.
- Stockroom requisitions are made through an intra-district form used to request supplies available through the Central Stockroom.
- Purchases by staff using their personal funds may be reimbursed through check requests. District staff must submit an expense report for these purchases.

CCISD has purchased goods and services of \$10 to \$14 million annually through its general fund during the last five years (**Exhibit 8-3**).

**Exhibit 8-3**  
**General Fund Purchases of Goods and Services**  
**For the School Years From 1992 to 1996**

<b>Year</b>	<b>Operating Expenditures</b>
1992	\$14,777,879
1993	\$11,897,712
1994	\$11,517,310
1995	\$14,321,264
1996	\$10,116,741

*Source: Office of Purchasing and Distribution, CCISD*

Purchases through the General Fund do not include purchases of capital equipment, such as computer equipment. **Exhibit 8-4** shows the district's top ten vendors. These vendors provide a wide variety of goods and services, including health insurance, electricity, computer software and equipment, and construction services.

**Exhibit 8-4**  
**Top Ten Vendors by Purchase Volume - All Funds**  
**1995-96 School Year**

<b>Name</b>	<b>Type of Goods or Services</b>	<b>Location</b>	<b>Amount Paid</b>

Principle Health Care of Texas, Inc.	health insurance	Corpus Christi	\$7,722,905
Central Power & Light Co.	electricity	Tulsa	\$5,415,502
Educational Management Group, Inc.  Prentice Hall, Inc.	integrated software, hardware, and maintenance for Title I program	Chicago	\$5,407,160
Jehe, Inc.	management of employee annuities	San Antonio	\$4,439,340
Apple Computer, Inc.	computer equipment	Chicago	\$4,056,515
Fulton Construction Corp.	construction services	Corpus Christi	\$1,526,345
Durham Transportation, Inc.	special education transportation services	Austin	\$1,493,135
Washington National Insurance Co.	life insurance services	Chicago	\$1,429,599
Nueces County Appraisal District	tax estimation and collection services	Corpus Christi	\$1,073,764
Columbia Contracting, Inc.	construction services	San Antonio	\$1,012,757
<b>Total</b>			<b>\$33,577,022</b>

*Source: Department of Finance, CCISD*

The district participates in the General Services Commission's Cooperative Purchasing Program, and Food Services participates in the Region II Educational Services Center (RESC II) purchasing program for food commodities. Expenditures for these programs are provided in **Exhibit 8-5**.

**Exhibit 8-5  
Purchases through Cooperative Purchasing Agreements  
1994-96 School Year**

<b>Agreement</b>	<b>1993-94</b>	<b>1994-95</b>	<b>1995-96</b>
Local Government Purchasing Agreement	\$282,000	\$368,000	\$450,000



General Services Commission Cooperative Purchasing Program *	\$203,518	\$1,745,644	\$251,755
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\* Expenditures for 1994-95 include the purchase of 40 buses.  
Source: Office of Purchasing and Distribution, CCISD

## FINDING

The Purchasing Office's span of control is narrow compared to those used in other purchasing organizations. Span of control is the number of employees supervised by a manager. Only two of the office's middle-management positions, the supervisor of Book Processing and the administrative officer, report exclusively to the Purchasing director (**Exhibit 8-6**). Narrow spans of control typically indicate unnecessary layers of management.

### **Exhibit 8-6 Job Descriptions and Reporting Relationships Purchasing and Distribution**

Position	Job Descriptions	Reporting Relationships
Director	Responsible for book processing; the purchasing, receiving, stocking and distribution of furniture, equipment, supplies, and materials for the district; and the movement, storage, repair, and redistribution of furniture and equipment due to program changes and purchases of new furniture and equipment. Also responsible for internal CCISD mail and the district's telecommunication systems and service.	Executive Director  for Business
Administrative Officer	Responsible for assisting the director of Purchasing and Distribution in the procurement of equipment, supplies, materials, and services in accordance with established Board Policy and Administrative Regulations. Also responsible for internal CCISD mail and the district's telecommunication/technology systems and service. May have direct supervisory responsibility for purchasing, warehouse services, and book processing.	Director

Supervisor, Book Processing	Assists in directing and coordinating the daily activities in the Book Processing section of the warehouse services operations. Two major activities involve supplying the school district with an adequate supply of textbooks provided through the state textbook adoption process and processing locally purchased library book orders.	Director
Manager, Warehouse Services	Responsible for the management and overall operation of Warehouse Services, including Central Receiving, Stockroom, Warehouse and School Mail Services.	Administrative Officer
Senior Buyer	Receives and reviews requisitions. Prepares requests for bid and legal advertisements. Performs public bid openings, evaluates bids, and makes recommendations for purchases. Prepares draft of Board agenda items. Interviews sales representatives. Assists requisitioners in developing specifications when requested. This position requires the ability to purchase a wide range of materials, commodities, and equipment.	Administrative Officer and Director
Manager, Central Receiving	Writes receiving reports on merchandise received, checks all purchase orders for items with serial numbers, and supervises campus mail delivery and regular delivery truck drivers.	Warehouse Manager, Administrative Officer, and Director
Supervisor, Maintenance Stockroom	Responsible for the overall operation of the stockroom, including the receipt, storage, issue, and inventory of all stocked materials. Also responsible for planning estimated quantities for annual use, review of bid documents, and review of vendor bids. Coordinate directly with the administrative officer, director of Maintenance for the ordering, storage, and issuance of emergency (hurricane and contingency) supplies.	Administrative Officer
Manager, Stockroom	Responsible for the overall operation of the stockroom, including the receipt, stocking, and issuance of stocked materials.	Manager, Warehouse Services

Source: Department for Administrative and Personnel Services, CCISD.

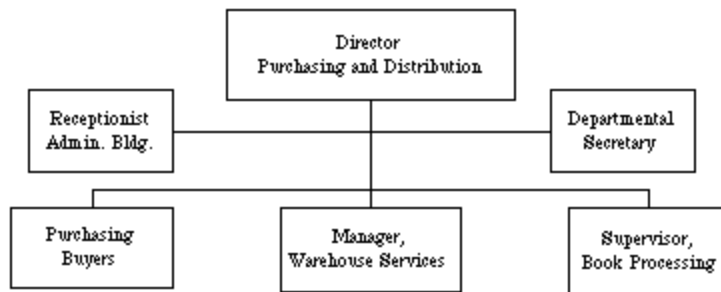
**Recommendation 68:**

**Reorganize the management structure of the Office of Purchasing and Distribution.**

The Office of Purchasing and Distribution should eliminate the administrative officer position. The managers of the following departments should report directly to the director: Purchasing (buyers), Warehouse Services (Central Receiving, Stockrooms, and Logistics), and Book Processing

(Exhibit 8-7).

**Exhibit 8-7  
Proposed Organization  
Purchasing and Distribution**



This reorganization would shift the administrative officer's responsibility to the director and the new technology director, flatten the organization, and promote better communication. The responsibility for handling internal mail should be delegated by the manager of Warehouse Services.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Purchasing and Distribution reassigns administrative officer responsibilities and modifies job descriptions.	May 1998
2. The superintendent eliminates the administrative officer position for the 1998-97 school year budget.	June 1998
3. The director of Purchasing and Distribution implements the reorganization.	September 1998

## FISCAL IMPACT

The elimination of the administrative officer position would yield savings of approximately \$55,800 in salaries and benefits (\$52,600 plus 6% benefits).

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>
Reorganize the management structure of office of purchasing and distribution	\$0	\$55,800	\$55,800	\$55,800	\$55,800

## FINDING

Purchasing and Distribution maintains a list of 3,990 active suppliers.

According to the Center for Advanced Purchasing Studies, it costs an educational institution \$67 per supplier to maintain the personnel and systems to support the purchasing function. Purchasing was not able to calculate similar statistics for CCISD with its current information system.

### **Recommendation 69:**

Reduce the district's number of active suppliers while ensuring that the purchasing process remains open to small and minority vendors.

If CCISD develops guidelines for the purchase of selected standard products that have proven reliable, the district may be able to reduce the number of active suppliers offering particular types of products ranging from supply products like pens, to classroom furniture like desks.

After surveying campuses and departments to determine the most frequently used products, the competitive bidding process should identify qualified suppliers for commodities to the district. Within the competitive bidding process, CCISD should select two to three principal suppliers and attempt to include a small and/or minority vendor for each main commodity and reduce its number of active suppliers. The purpose of this recommendation is not to reduce the number of bidders but the number of bid winners. With fewer suppliers, CCISD could reduce its overall purchasing costs and maximize its purchases, resulting in discounts and better service from a more manageable number of suppliers.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Purchasing and Distribution develops standards for purchasing commodities and limiting those purchases to particular brands which have proven reliable.	October 1997
2. The director of Purchasing and Distribution identifies all companies on its active supplier list from which the district has not purchased a significant number of goods or services during the last two years.	November 1997
3. The director of Purchasing and Distribution eliminates these companies from its active supplier list.	December 1997
4. The director of Purchasing and Distribution presents the standards to the executive director for Business and the superintendent for board approval.	January 1998
5. The director of Purchasing and Distribution implements the new standards.	February 1998

### **FISCAL IMPACT**

This recommendation can be implemented at no additional cost. A reduction in the number of active suppliers will result in greater efficiencies and could lower costs.

### **FINDING**

Observations by the review team indicated that the Central Warehouse is not well-maintained, resulting in an unsafe work environment. For example, pallets were lying in the middle of the floor and warehouse personnel were relying on broken equipment, such as stockroom carts. CCISD also stores flammable liquids in the Office of Purchasing and Distribution, located in the main Administrative Building on Leopard Street.

### **Recommendation 70:**

Correct safety hazards in Purchasing and Distribution.

The Central Warehouse should maintain a more orderly, neat facility and repair or replace equipment such as stockroom carts when they are broken. The Office of Maintenance should remove flammable liquids from the Central Administration Building.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. Representatives from Risk Management and Maintenance tour the facilities of Purchasing and Distribution and determine any significant health and safety hazards.	October 1997
2. These representatives advise the director of Purchasing and Distribution on hazards in the Central Administration Building and the stockroom, and any other hazards.	November 1998
3. The director of Maintenance moves flammable liquids containers from Central Administration.	December 1997
4. The manager of Stockroom develops and implements a strict housekeeping policy and identifies equipment for repair or replacement.	December 1997

### **FISCAL IMPACT**

This recommendation can be accomplished within the existing budget.

# Automation

## CURRENT SITUATION

Purchasing relies on a manual system to process and distribute the district's purchases. The four principal indicators of the office's process volume are purchase requisitions, central receiving receipts, stockroom requisitions, and textbook distribution. Purchasing processed 19,200 requisitions and 9,532 central receiving receipts from April 1996 to March 1997 (**Exhibit 8-8**).

**Exhibit 8-8**  
**Transactions by Month**  
**Purchasing and Distribution**  
**April 1996 - March 1997**

<b>Month</b>	<b>Requisitions</b>	<b>Central Receiving Receipts</b>	<b>Stockroom Requisitions</b>	<b>Number of Processed Textbooks</b>
April 1996	2,046	1,374	860	138
May 1996	1,453	1,033	964	4,094
June 1996	1,479	691	1,399	43,256
July 1996	975	585	831	43,230
August 1996	1,390	759	1,715	8,465
September 1996	1,621	605	1,661	5,838
October 1996	1,781	713	2,238	4,180
November 1996	1,629	700	1,035	10,272
December 1996	1,412	707	518	779
January 1997	1,534	732	1,262	1,254
February 1997	1,816	650	1,065	626

March 1997	2,064	974	887	258
<b>Annual</b>	<b>19,200</b>	<b>9,532</b>	<b>14,435</b>	<b>122,390</b>
<b>Monthly Average</b>	<b>1,600</b>	<b>794</b>	<b>1,203</b>	<b>10,199</b>
<b>Daily Average</b>	<b>83</b>	<b>41</b>	<b>63</b>	<b>532</b>

*Note: Daily average is based on 230 days.*

*Source: Office of Purchasing and Distribution, CCISD*

Purchasing also processes purchases for the Central and Maintenance Stockrooms and any requests for proposals requested by the district. Central Receiving and the stockroom processed 9,532 receipts and 14,435 stockroom requisitions during the same period. Book Processing and the textbook custodians at each school distributed and collected 122,390 textbooks from April 1996 to March 1997.

Central Receiving also processes and delivers an estimated 1,500 to 2,000 pieces of mail weekly, or 270,000 pieces annually, to schools and other departments. This figure does not include mail picked up and delivered directly from the post office to the Central Administration building and vice versa.

CCISD is implementing a financial and accounting information system, Pentamation, with modules for purchasing, human resources, payroll, general ledger, and student information.

## **FINDING**

Purchasing does not use key performance measures to manage its operations, and the Pentamation features being installed by the district do not fully address the office's need for information to calculate these measures.

Financial performance measures indicate the level of expenditures necessary to operate the purchasing function, given the number of purchase requisitions and purchase orders processed. Examples include total purchases as a percentage of revenue; cost of operating the purchasing function as percent of total revenue; and percent of total purchase requisitions processed by the purchasing function. 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 Office performs its job. Finally, supplier quality measures indicate the number of suppliers managed by employees and the cost of doing business with the supplier base. Examples include the number of active suppliers per purchasing employee, average expenditure per active supplier, and the cost of operating purchasing function per active supplier.

Of nineteen purchasing function needs identified in the district's Technology Plan, two will not be addressed by Pentamation.

**Recommendation 71:**

Develop a written plan for implementing the final phases of Pentamation's purchasing function.

The office of Purchasing and Distribution should develop a plan for the final installation of Pentamation features. The plan should address all features necessary for Pentamation to handle all the purchasing functions and requirements of the districts.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Purchasing and Distribution and the director of Data Processing develop a written plan for implementation of Pentamation features for Purchasing and Distribution.	November 1997
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**FISCAL IMPACT**

A written implementation plan can be developed with existing resources.

**FINDING**

One of the key functional needs that Pentamation will not provide is the capability to generate key performance measures for the department through its management reporting feature.

**Exhibit 8-9** compares the technology needs identified in the district's Technology Plan with the features offered through Pentamation.

**Exhibit 8-9  
Comparison of Technology Needs and Pentamation Features  
Purchasing System**

<b>Needs Identified in Technology Plan</b>	<b>Features of Pentamation</b>
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<ul style="list-style-type: none"> <li>• Allow schools/departments to enter requisitions on-line.</li> </ul>	<ul style="list-style-type: none"> <li>• Provides for requisitions to be entered from remote locations for processing by the central office.</li> </ul>
<ul style="list-style-type: none"> <li>• Edit account information on request to determine if funds available.</li> </ul>	<ul style="list-style-type: none"> <li>• Allows for on-line budget checking during requisition entry.</li> <li>• Provides an optional pre-encumber feature for requisition processing.</li> </ul>
<ul style="list-style-type: none"> <li>• Assign requisitions to buyers based on commodity codes or requesting organizations.</li> </ul>	<ul style="list-style-type: none"> <li>• Records an identifying code and related information for commodities purchased. The code number can track the item and related pricing information.</li> </ul>
<ul style="list-style-type: none"> <li>• Utilize NIGP commodity codes.</li> </ul>	<ul style="list-style-type: none"> <li>• Provides a user-defined commodity code table.</li> </ul>
<ul style="list-style-type: none"> <li>• Pull specification information from requisition for editing in request for bid document.</li> </ul>	<ul style="list-style-type: none"> <li>• Allows for requisitions to be converted to bids through the Vendor Bidding System.</li> </ul>
<ul style="list-style-type: none"> <li>• Maintain vendor file, including W-9, TIN, and alternate name information.</li> </ul>	<ul style="list-style-type: none"> <li>• Provides a user-defined vendor code table.</li> <li>• Maintains separate vendor purchasing and accounts payable addresses.</li> <li>• Ability to flag vendors for 1099 reporting.</li> </ul>
<ul style="list-style-type: none"> <li>• Access vendor information on-line.</li> </ul>	<ul style="list-style-type: none"> <li>• Provides for multiple vendor contacts and phone numbers.</li> </ul>
<ul style="list-style-type: none"> <li>• Track vendor performance.</li> </ul>	<ul style="list-style-type: none"> <li>• Allows the tracking of types of vendors, such as active, in-active, and in-state, but does not allow tracking of vendor performance measures, such as on-time delivery. frequency of commodity</li> </ul>

	availability, or number of returns.
<ul style="list-style-type: none"> <li>• Tabulate bids and determine award.</li> </ul>	<ul style="list-style-type: none"> <li>• Sets the award order in the system by either unit price or total price.</li> </ul>
<ul style="list-style-type: none"> <li>• Develop and generate purchase order from edited requisition and request for bid.</li> </ul>	<ul style="list-style-type: none"> <li>• Creates purchase orders from requisitions without re-entering information on purchase order.</li> </ul>
<ul style="list-style-type: none"> <li>• Process change orders and addendums.</li> </ul>	<ul style="list-style-type: none"> <li>• Allows change orders to be created with associated changed encumbrances integrated with Financial Accounting.</li> <li>• Provides on-line query of the change order by purchase order number, vendor, requisition, and department.</li> </ul>
<ul style="list-style-type: none"> <li>• Process blanket purchase orders and releases.</li> </ul>	<ul style="list-style-type: none"> <li>• Maintains a required field that indicates if the purchase order is to be an open, continuous purchase order used for unspecified future purchases.</li> </ul>
<ul style="list-style-type: none"> <li>• Allow for receipt of purchases on-line.</li> </ul>	<ul style="list-style-type: none"> <li>• Records the receipt of purchase order items on-line.</li> </ul>
<ul style="list-style-type: none"> <li>• Track status of purchase through process.</li> </ul>	<ul style="list-style-type: none"> <li>• Provides for standard requisition and purchase order reports.</li> </ul>
<ul style="list-style-type: none"> <li>• Allow approval paths to be established for documents.</li> </ul>	<ul style="list-style-type: none"> <li>• Supports up to three levels of on-line requisition approval, per location, and up to three individuals who can approve a requisition at each level.</li> </ul>
<ul style="list-style-type: none"> <li>• Generate management reports.</li> <li>• Requisitions assigned/processed by buyer.</li> <li>• Purchases by</li> </ul>	<ul style="list-style-type: none"> <li>• Not a feature being implemented as a part of Pentamation. (Pentamation just provides a feature for purchase requisition-order process tracking.)</li> </ul>

<ul style="list-style-type: none"> <li>commodity and vendor.</li> <li>Releases issued against a purchase order.</li> <li>Total orders and purchases processed for time period.</li> </ul>	
<ul style="list-style-type: none"> <li>Generate ad hoc reports using report writer capabilities.</li> </ul>	<ul style="list-style-type: none"> <li>Uses Intelligent Query (IQ) Report Writer, Ace report writer.</li> </ul>
<ul style="list-style-type: none"> <li>Interface with Warehouse / Inventory system.</li> </ul>	<ul style="list-style-type: none"> <li>Provides the ability to interface with the Warehouse Inventory System.</li> </ul>
<ul style="list-style-type: none"> <li>Interface with Accounts Payable system.</li> </ul>	<ul style="list-style-type: none"> <li>Provides the ability to interface with the Financial Accounting System.</li> </ul>

*Source: Technology Plan 1996-2000, CCISD and Application Software Specifications, Pentamation Implementation Plan.*

Pentamation will allow CCISD to generate some management and ad hoc reports for the warehousing/inventory function, such as cumulative purchases, usage for the fiscal year, and moving weighted average unit cost on inventory items. **Exhibit 8-10** compares the technology needs and features of Pentamation for the warehouse/inventory system.

**Exhibit 8-10**  
**Comparison of Technology Needs and Pentamation Features**  
**Warehouse /Inventory System**

<b>Needs Identified in Technology Plan</b>	<b>Features of Pentamation</b>
<ul style="list-style-type: none"> <li>Receive and print warehouse requests from schools/departments.</li> </ul>	<ul style="list-style-type: none"> <li>Permits on-line requisition entry at buildings or remote locations.</li> </ul>
<ul style="list-style-type: none"> <li>Maintain warehouse</li> </ul>	<ul style="list-style-type: none"> <li>Maintains in-house inventory of "central</li> </ul>

inventory.	stores" items.
<ul style="list-style-type: none"> <li>• Process receipt of inventory by item or by purchase order.</li> </ul>	<ul style="list-style-type: none"> <li>• Receives warehouse inventory items on-line and updates inventory catalog to reflect new quantities on hand and the updated average cost.</li> </ul>
<ul style="list-style-type: none"> <li>• Update inventory availability when warehouse requests placed.</li> </ul>	<ul style="list-style-type: none"> <li>• Supports automatic adjustment to quantity on hand with additions to inventory, withdraws, and adjustments.</li> </ul>
<ul style="list-style-type: none"> <li>• Process credits to inventory.</li> </ul>	<ul style="list-style-type: none"> <li>• Allows for adjustments to the system that occurred outside the system and interfaces with the financial accounting system.</li> </ul>
<ul style="list-style-type: none"> <li>• Identify location of inventory items.</li> </ul>	<ul style="list-style-type: none"> <li>• Maintains fields for locating inventory items.</li> </ul>
<ul style="list-style-type: none"> <li>• Track reorder point of inventory and generate purchase order.</li> </ul>	<ul style="list-style-type: none"> <li>• Provides reorder listing of inventory items when stock is below a user-defined reorder point.</li> </ul>
<ul style="list-style-type: none"> <li>• Track and process back orders.</li> </ul>	<ul style="list-style-type: none"> <li>• Allows for back orders.</li> </ul>
<ul style="list-style-type: none"> <li>• Expense only requested items that are in stock.</li> </ul>	<ul style="list-style-type: none"> <li>• Provides the ability to verify the account balance prior to filling requests.</li> <li>• Supports pre-encumbrance of charges at requisition entry level.</li> </ul>
<ul style="list-style-type: none"> <li>• Maintain on-line catalog of warehouse items with prices.</li> </ul>	<ul style="list-style-type: none"> <li>• Provides an on-line stock catalog.</li> </ul>
<ul style="list-style-type: none"> <li>• Generate delivery manifest.</li> </ul>	<ul style="list-style-type: none"> <li>• Produces a report that can be used to check the packaging slip against items received.</li> </ul>

<ul style="list-style-type: none"> <li>• Generate daily activity control reports.</li> </ul>	<ul style="list-style-type: none"> <li>• Provides for standard Warehouse Inventory reports</li> </ul>
<ul style="list-style-type: none"> <li>• Generate management reports.</li> <li>• Number of request processed.</li> <li>• List of items received, issued or on back order.</li> <li>• Purchase forecast.</li> </ul>	<ul style="list-style-type: none"> <li>• Maintains management information, such as cumulative purchases and usage for the fiscal year.</li> <li>• Calculates moving weighted average unit cost based on actual prices of items in inventory, which may be used when allocating charges as supplies are withdrawn from your inventory.</li> <li>• Purchase forecast is not a principal feature of Pentamation.</li> </ul>
<ul style="list-style-type: none"> <li>• Generate ad hoc reports with report writer capabilities.</li> </ul>	<ul style="list-style-type: none"> <li>• Provides ad hoc query to the Warehouse Inventory System.</li> </ul>
<ul style="list-style-type: none"> <li>• Interface with Purchasing system.</li> </ul>	<ul style="list-style-type: none"> <li>• Provides the ability to interact with the Purchasing System.</li> </ul>
<ul style="list-style-type: none"> <li>• Interface with Finance / Accounts Payable system</li> </ul>	<ul style="list-style-type: none"> <li>• Provides the ability to interact with the Financial Accounting System.</li> </ul>

*Source: Technology Plan 1996-2000, CCISD and Application Software Specifications, Pentamation Implementation Plan.*

The shaded areas in **Exhibits 8-9** and **8-10** indicate the needs identified in the Technology Plan that are not addressed by features of Pentamation.

**Recommendation 72:**

Develop and use key performance measures to aid operations management and install additional management reporting features during the Pentamation implementation.

By calculating and analyzing key financial, cycle time, and supply quality performance measures on a regular basis, the director of Purchasing and Distribution would be able to identify key variances in departmental cost and supplier performance and better manage the office's operations. Although not a standard part of its software package, Pentamation is able

to customize its report writing features to provide these performance measures.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Purchasing and Distribution identifies the most appropriate performance measures for the department.	January 1998
2. The director of Purchasing and Distribution determines the key features of Pentamation that are necessary for the calculation of these measures and purchases and installs these features.	May 1998
3. The director of Purchasing and Distribution begins using Pentamation to calculate the identified performance measures on a monthly basis.	June 1998
4. The director of Purchasing and Distribution begins managing the office using these measures.	Ongoing

**FISCAL IMPACT**

This recommendation can be accomplished with existing resources.

**FINDING**

The Purchasing Office's purchase requisition and purchase order processes are mostly manual. As indicated in **Exhibit 8-11**, many purchase requisition are manually entered twice.

**Exhibit 8-11  
Purchase Requisition Process for School Personnel**

<b>Person Completing Steps</b>	<b>Description of Steps</b>	<b>Time Days:Hours:Minutes</b>
Requisitioner at Individual School	<i>1. Manually writes the purchase requisition form (outside purchase order form), including name, department, vendor, address, account number, date, item number, quantity, catalog number, description, and unit cost and calculates the total amount.</i>	1. 00:00:05
	2. Completes purchase requisition form with fund, function, object, and sub-object codes from the chart of accounts.	2. 00:00:05

	3. Delivers form to school secretary.	3. 00:00:01
Secretary at Individual School	4. Manually verifies calculations on purchase requisition form.	4. 00:00:03
	5. <i>Types (using a typewriter) the same information on the purchase requisition as well as the name of the requester and data of request or date typed. *</i>	5. 00:00:07
	6. Submits typed purchase requisition to the assistant principal.	6. 00:00:02

*Note: Italics indicate duplicated steps.*

*\* For purchases of supplies not available in stockroom and equipment.*

*Source: Purchasing and Distribution and Moody High School, CCISD*

The requisitioner writes the information on a purchase requisition form, and then the secretary at the school types the information on the purchase requisition form, taking an average of six minutes per requisition, or an additional 1,900 hours per year.

Each requisition must be reviewed by five people before it is sent to Purchasing. The most time-consuming part of the process involves sending purchase requisition forms through intra-district mail, delaying the receipt of the information by Finance for at least a day. During this stage three persons file copies of the purchase requisition: the requisitioner, the secretary, and the accounting clerk. These copies require additional paper and filing space. Some improvements have been achieved in this area with the recent implementation of an on-line requisitioning system.

At Purchasing and Distribution, the requisition is processed into a purchase order, and the requested equipment or supplies are ordered from a supplier. The purchase order process creates yet another form, which must be physically delivered between departments and must be filed and stored for future reference. As indicated in **Exhibit 8-12**, the information on certain purchase requisitions also has to be reentered for a third time.

**Exhibit 8-12  
Purchase Order Process for School Personnel**

<b>Person Completing</b>	<b>Description of Steps</b>	<b>Time Days:Hours:Minutes</b>
------------------------------	-----------------------------	------------------------------------



Steps		
Senior (or Junior) Buyer, Purchasing and Distribution	1. Determines type of required purchasing method: purchase order, quote, or sealed bid or proposal.	1. 00:00:02
	<i>2. Types the purchase order date, delivery date, name of vendor, item number, quantity, unit / measure, description, unit price, and total amount as described on the purchase requisition.</i>	2. 00:00:04
	3. Logs manually the purchase requisition number, vendor name, and purchase order number by date of the purchase order.	3. 00:00:02
	4. Forwards to either the director or the assistant director of Purchasing for approval for approval and signature.	4. 00:00:02

*Note: Duplicated steps are shown in italics.*

*Source: Purchasing and Distribution and Moody High School, CCISD.*

The reentry of information takes an average of four minutes per purchase order, or an additional 600 hours annually. Another time-consuming part of the process is the actual delivery of the purchase order to the supplier through inter-district mail.

Suppliers make deliveries either to Central Receiving, located at 1220 Agnes, or directly to schools. Equipment valued over \$200 has to be delivered at the Central Receiving for tagging as a fixed asset. Central Receiving then distributes the equipment to the school.

The process of Central Receiving requires the creation of another form, the receiving report, which must be delivered by intra-district mail to two other locations, Accounting and Purchasing

**(Exhibit 8-13).**

**Exhibit 8-13  
Receiving Report Creation  
in the Central Receiving and Distribution Process**

<b>Person Completing Steps</b>	<b>Description of Steps</b>	<b>Time Days: Hours: Minutes</b>
Assistant Manager Central Receiving	1. Assists in the unloading items into Central Receiving staging area.	1. 00:00:02
	2. Verifies contents of shipment, signs freight bill, and attaches a copy of the freight bill to shipment.	2. 00:00:05
	3. Locates a copy of the purchasing order associated with shipment and attaches it to freight bill.	3. 00:00:05
	4. Logs shipment in and initials the Central Receiving daily freight log by purchase order number. (The entries on the daily freight log are recorded in the computer log at the end of each day.)	4. 00:00:03
	5. Unpacks items in shipment.	5. 00:00:10
	6. Engraves and/or tags fixed-asset items with the name of the district and school, purchase order number, date, tagging number, and serial number of the product and records item in the fixed-asset (tag) log book.	6. 00:00:20
	7. <i>Prepares receiving report.</i>	7. 00:00:04
	8. Forwards copies to accounting (white), purchasing (yellow), and central receiving (pink).	8. 01:00:00
	9. Places items in the staging area of central receiving for delivery or in staging area of stockroom for verification by stockroom manager.	9. 00:00:05
	10. Places copy of receiving report (goldenrod) into box for the school.	10. 00:00:02

*Source: Purchasing and Distribution and Moody High School, CCISD.*

Central Receiving also files a copy, and the school gets a copy with the delivery of the equipment.

Duplicative entry is required on only a limited number of items and this number will be decreasing significantly as Pentamation is implemented. A

complete schedule of the purchase requisition, ordering, and distribution process is detailed in **Appendix F**.

**Recommendation 73:**

Redesign the purchasing/central receiving process and eliminate unnecessary positions after the implementation of Pentamation.

Automation would permit employees to become more productive and management to eliminate duplicated and manual tasks. Pentamation should accomplish much of the necessary automation, but the director of Purchasing should revise the roles and responsibilities of each position in light of this automation. At a minimum, one mail delivery staff person and one purchasing buyer position should be eliminated.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Purchasing and Distribution and the director of Data Processing develop a written implementation plan for the remaining roll-out of Pentamation in Purchasing and Distribution.	November 1997
2. The director of Purchasing and Distribution redesign the purchasing/central receiving process.	February 1998
3. The implementation of Pentamation for Purchasing and Distribution and the training of its staff are completed.	August 1998
4. The director of Purchasing and Distribution reduces staffing levels accordingly.	September 1998

**FISCAL IMPACT**

The fiscal estimate is based on eliminating one purchasing buyer at a rate of \$20,900 plus 6% benefits (\$22,154), and one mail delivery staff person at a average rate of \$18,900 plus 6% benefits (\$20,034). In addition approximately \$850 per year in copying and paper related expenses should be realized, for a total savings of approximately \$43,000.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Redesign the purchasing/Central receiving process	\$0	\$43,000	\$43,000	\$43,000	\$43,000

**FINDING**

CCISD's current system of tagging fixed assets is time-consuming and expensive (**Exhibit 8-14**).

**Exhibit 8-14**  
**Asset Tagging in the**  
**Central Receiving and Distribution Process**

<b>Person Completing Steps</b>	<b>Description of Steps</b>	<b>Time Days: Hours: Minutes</b>
Assistant Manager	1. Assists in the unloading items into Central Receiving staging area.	1. 00:00:02
Central Receiving	2. Verifies contents of shipment, signs freight bill, and attaches a copy of the freight bill to shipment.	2. 00:00:05
	3. Locates a copy of the purchasing order associated with shipment and attaches it to freight bill.	3. 00:00:05
	4. Logs shipment in and initials the Central Receiving daily freight log by purchase order number. (The entries on the daily freight log are recorded in the computer log at the end of each day.)	4. 00:00:03
	5. Unpacks items in shipment.	5. 00:00:10
	<i>6. Engraves and/or tags fixed-asset items with the name of the district and school, purchase order number, date, tagging number, and serial number of the product and records item in the fixed-asset (tag) log book.</i>	6. 00:00:20
	7. Prepares receiving report.	7. 00:00:04
	8. Forwards copies to accounting (white), purchasing (yellow), and central receiving (pink).	8. 01:00:00
	9. Places items in the staging area of central receiving for delivery or in staging area of stockroom for verification by stockroom manager.	9. 00:00:05
	10. Places copy of receiving report (goldenrod) into box for the school.	10. 00:00:02

*Source: Purchasing and Distribution and Moody High School, CCISD.*

Each piece of equipment is engraved with the name of the district and school, purchase order number, date, tagging number, and serial number of the product. The item then is manually recorded in a fixed-asset log book.

Part of the responsibilities of two positions in Central Receiving is to tag fixed assets. Asset tags are placed on inventory items costing \$200 or more per unit, such as computers and other school equipment. The workload of these employees significantly increases during a construction or renovation program.

**Recommendation 74:**

Implement a bar-coding process for tagging fixed assets.

By implementing a bar-coding system, the district would save staff time and deliver new equipment more quickly to its schools.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The senior buyer for capital equipment reviews the available bar-coding systems for fixed assets and coordinates the selection of a system with Finance.	November 1997
2. The director of Purchasing and Distribution recommends a supplier for the bar-coding system to the superintendent and district board.	January 1998
3. The district's board approves the purchase of a bar-coding system for Central Receiving.	February 1998
4. The bar-coding system for fixed assets is installed at Central Receiving.	April 1998
5. The director of Purchasing and Distribution reduces staffing in Central Receiving.	August 1998

**FISCAL IMPACT**

Installing a bar-coding system for fixed assets, including a thermal transfer laser printer, metal bar-code tags, software, and a portable bar-code scanner will cost approximately \$6,000. Assuming the district tags 5,000 assets annually, the metal bar-code labels should cost an estimated \$150 annually.

With the new bar-coding system, Central Receiving should be able to eliminate a warehouse clerk at a rate of \$16,700 annually plus 6 percent

benefits (\$17,700), and deliver new equipment more quickly to schools and departments.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Implement a bar-coding process	(\$6,150)	\$17,550	\$17,550	\$17,550	\$17,550

## **FINDING**

Although the stockroom ordering process is partially automated, the process at individual schools requires duplication of effort, decreasing labor productivity. The same information for stockroom requests is entered twice in the stockroom requisition process, once by the individual ordering the supplies and the second time by a secretary in the main office (**Exhibit 8-15**).

### **Exhibit 8-15 Central Stockroom Requisitions Process**

<b>Person Completing Steps</b>	<b>Description of Steps</b>	<b>Time Days: Hours: Minutes</b>
Teacher at Individual School	1. Selects items from Stockroom Catalog.	1. 00:00:02
	2. <i>Completes manually stockroom order form with teacher's name, department, account number, date, item number, quantity, commodity number, item description, unit, unit price and total price.</i>	2. 00:00:05
	3. Submits to secretary in main office of school.	3. 00:00:02
Secretary at Individual School	4. <i>Enters the same information from the stockroom order form into the computerized stockroom system.</i>	4.00:00:07
	5. Records the stockroom order into ledger.	5. 00:00:02
	6. Validates order by entering the letter Y in the record thereby sending request electronically to the stockroom.	6. 00:00:01
	7. Registers automatically encumbrance against the particular school's account.	7. 00:00:00

*Note: Italics indicate duplicated steps.*

*Source: Warehouse Services, Purchasing and Distribution, CCISD.*

The reentry of the same information on the estimated 14,000 stockroom requisitions takes an average of six minutes per requisition, or an additional 1,400 hours per year, accounting for 0.7 of an FTE. The central stockroom requisition process is detailed in **Appendix G**.

Pentamation maintains an inventory of stockroom items and supports automatic adjustments when additions, withdrawals, and adjustments are made to the inventory. Pentamation also provides reorder listing of inventory items when stock falls below a user-defined reorder level. These functions are performed by the inventory specialist and stockroom manager.

### **Recommendation 75:**

Redesign the stockroom requisition process and eliminate unnecessary positions after the implementation of Pentamation.

To eliminate the reentry of information, each school should provide computer terminal access to staff in the main administrative office for entering stockroom orders. The secretary should check staff members' orders in the electronic format and send the order to the stockroom.

Pentamation should automate most of the maintenance function of the stockroom, and the director of Purchasing and Distribution should eliminate unnecessary positions resulting from the automation.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Purchasing and Distribution and the director of Data Processing develop a written implementation plan for the remaining roll-out of Pentamation in Purchasing and Distribution.	November 1997
2. The director of Purchasing and Distribution redesign the stockroom requisition process.	January 1998
3. The implementation of Pentamation for Purchasing and Distribution and the training of staff are completed.	July 1998
4. The director of Purchasing and Distribution reduces staffing accordingly.	August 1998

### **FISCAL IMPACT**

Automation of the stockroom maintenance function should allow the director of Purchasing and Distribution to eliminate the position of inventory specialist in the stockroom, saving the district \$15,500 plus 6 percent in benefits or \$16,400 annually. In addition, this recommendation should increase staff productivity.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Eliminate the position of inventory specialist in the stockroom	0	\$16,400	\$16,400	\$16,400	\$16,400



# Textbook Processing

## CURRENT SITUATION

The Texas Education Agency (TEA) is responsible for selecting and purchasing most of the textbooks used by Texas school districts. TEA buys textbooks from the publishers and lends them to school districts. Each district is responsible for returning borrowed textbooks to TEA. If textbooks are lost during the school year, the district is responsible for recovering the books' cost from the students' parents. If payment from the parents is not received, the district must compensate the state for the loss.

CCISD's Office of Book Processing is responsible for the distribution and tracking of textbooks in the district. Book Processing is managed by a supervisor and staffed by an assistant manager, warehouse supervisor, and clerk. The main functions of Book Processing include estimating the number of textbooks needed by the district each school year; ordering any additional textbooks needed from TEA; distributing books to individual schools; tracking their location; tracking lost books; and returning surplus books to TEA.

## FINDING

Book Processing reviews the condition of more than 43,000 textbooks returned by individual schools at the end of each school year. The office determines whether the condition of each textbook allows it to be used for another year, or whether it should be returned to the state. Book Processing also maintains a detailed account of charges for lost or destroyed textbooks for all district schools.

## COMMENDATION

**Book Processing evaluates the condition of each textbook returned from the schools and maintains a detailed account of lost textbooks by school.**

## FINDING

CCISD underwrites \$30,000 in district-wide textbook losses that are unrecoverable from parents each year. Although schools are responsible for tracking textbooks distributed by Book Processing, CCISD does not require schools to pay for losses at the end of the year, and many schools accumulate deficits in lost textbooks with Book Processing. The total of these deficits has ranged from \$39,391 to \$46,074 in recent years (**Exhibit 8-16**).

**Exhibit 8-16**  
**Actual State Textbook Losses**  
**CCISD and School Deficits**  
**For the School Years From 1993 to 1996**

<b>Year</b>	<b>Total Losses</b>	<b>School Deficits</b>
1992-93	\$123,549	\$39,391
1993-94	\$103,055	\$57,172
1994-95	\$63,794	\$47,238
1995-96	\$77,047	\$46,074

*Source: Office of Book Processing, CCISD.*

Some districts require principals to pay for lost text books from principal activity funds as an incentive to improve book tracking.

Recommendation 76:

Require each school to pay for all lost textbooks from its principal activity fund balances.

Principal activity fund money should be used for educational purpose and paying for lost textbooks is considered an education purpose.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The principal of each school pays or arranges payment of all outstanding deficits to the Office of Book Processing.	January 1998
2. The supervisor of the Office of Book Processing determines the number and value of lost and unusable textbooks for each school for the 1997-98 school year.	June 1998 and ongoing
3. The supervisor of the Office of Book Processing informs the assistant principal in charge of textbooks at each school of the number and value of lost and unusable textbooks for the school.	June 1998 and ongoing
4. The principal pays for the textbooks lost or rendered unusable during the school year.	August 1998 and ongoing

**FISCAL IMPACT**

Transferring the financial burden of lost textbooks to individual schools should provide adequate incentives to reduce textbook losses, and would save the district approximately \$30,000 annually since the principal activity fund comes from sources other than the district's General Revenue Fund.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Schools pay for lost textbooks	\$30,000	\$30,000	\$30,000	\$30,000	\$30,000

## **FINDING**

CCISD uses a manual system at each campus to track textbooks. This system relies on a tracking sheet detailing the number of textbooks needed for each class and lost textbook cards indicating lost textbooks. The involvement of the assistant principal and teachers in this manual process is described in **Exhibit 8-17**.

### **Exhibit 8-17 Textbook Tracking Textbook Distribution and Return Process**

<b>Person Completing Steps</b>	<b>Description of Steps</b>	<b>Time  Days: Hours: Minutes</b>
Assistant Principal at Individual School	1. Writes the expected enrollment of all classes for next year on a tracking sheet.	1. 00:01:00
	2. Compares the number of textbooks, based on enrollment, needed for next year with the number of textbooks currently in use in all classes on the same tracking sheet.	2. 01:00:00
	3. Prepares annual textbook inventory report, including number of lost and damaged textbooks and the number of additional textbooks needed for next year; typically this takes place in June.	3. 01:00:00
	4. Forwards the annual textbook inventory report to the Office of Book Processing.	4. 01:00:00
Assistant Principal at	5. Maintains an accurate tally of textbooks for all classes.	5. 10:00:00

Individual School	6. Accepts and distributes textbooks for transferring students.	6. 10:00:00
Teacher at Individual School	7. Takes up textbooks for the class from all students either before test day or at the beginning of class on test day.	7. 00:01:00
	8. Returns textbook or lost textbook cards to the book room.	8. 00:00:30
Assistant Principal at Individual School	9. Verifies return of textbooks from all classes.	9. 05:00:00
	10. Organizes the textbooks in units of five in the book room.	10. 02:00:00
	11. Generates lost textbook report indicating the students that have not returned textbooks and provides report to main office for entering into student's computer record.	11. 01:00:00
	12. Packages any surplus textbooks for delivery to the Office of Book Processing.	12. 01:00:00
Secretary at Individual School	13. Determines the number and value of lost textbooks from the lost textbook cards.	13. 01:00:00
Secretary at Individual School	14. Attempts to collect money from the student's parents throughout the summer.	14. 05:00:00
	15. Works with assistant principal to pay the Office of Book Processing for lost textbooks.	15. 01:00:00

*Source: various individuals at the Office of Book Processing and Moody High School, CCISD*

As indicated, the assistant principal at each school spends an estimated 10 days a year maintaining an accurate tally of textbooks with a paper-and-pencil tracking sheet. A secretary at the individual schools spends about a day to manually compile the number of lost textbooks at the end of each year from lost textbook cards. The manual textbook tracking system, which varies among district schools, contributes to individual schools' inability to account for textbooks, particularly in district high schools. A complete schedule of the textbook distribution process is found in **Appendix H**.

**Recommendation 77:**

**Automate the textbook tracking system at each school in the district.**

The automation of the textbook tracking system should reduce the amount of time spent on maintaining an accurate tally of textbooks by class and compiling an inventory of lost textbooks.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The coordinator of Book Processing request the issuance of a request for bids to software suppliers with textbook inventory software.	January 1998
2. The director of Purchasing and Distribution with the assistance of the coordinator of Book Processing evaluates bids submitted by suppliers with textbook tracking systems.	March 1998
3. The director of Purchasing and Distribution presents the recommended plan for automating the textbook tracking system to the superintendent.	May 1998
4. The superintendent approves the plan after any necessary adjustments.	June 1998
5. The assistant principals in charge of textbooks with the assistance of the coordinator of Book Processing implements the automated textbook tracking system at all schools in the district.	August 1998

### **FISCAL IMPACT**

The automation of the textbook tracking system at each school should reduce total time spent in tracking lost textbooks by 48 hours per school or 3,024 hours for CCISD's 63 schools, increasing labor productivity.

The cost of an automated textbook tracking system is estimated at \$700 per school or a total of approximately \$45,000. The cost of staffing training on the new textbook tracking software is estimated at \$2,000 for two four-hour training classes with 30 to 35 school personnel (one from each school) in each class plus \$1,000 in travel expenses.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Automate textbook tracking system for all schools in the district and train staff	(\$48,000)	0	0	0	0

### **FINDING**

As of April 1997, two thirds of textbooks losses in 1995-96 occur at high schools, with Ray High School accounting for 28 percent of textbook losses in that year (**Exhibit 8-18**).

**Exhibit 8-18**  
**State and District Textbook Losses by School**  
**1995-96**

<b>School</b>	<b>Number of Lost Books</b>	<b>Value</b>
<b>High Schools</b>		
Ray	869	\$28,356.53
Carroll	390	12,415.36
Miller	310	8,792.09
King	208	6,859.74
Moody	154	4,950.07
Alternative HS	143	4,560.49
TAMS	21	562.49
<b>Subtotal</b>	<b>2,095</b>	<b>\$66,496.77</b>
<b>Middle Schools</b>		
Driscoll	280	\$6,218.53
Hamlin	138	4,144.05
Grant	107	3,369.42
Martin	102	2,868.20
South Park	113	2,705.52
Haas	98	2,496.57
Browne	79	2,260.33
Cullen	72	1,946.12
Kaffie	48	1,414.43
Baker	46	1,163.53
Cunningham	0	0
Wynn Seale	0	0

SLGC	0	0
<b>Subtotal</b>	<b>1,083</b>	<b>\$28,586.70</b>
<b>Elementary Schools</b>	<b>255</b>	<b>\$4,230.71</b>
<b>Other</b>	<b>8</b>	<b>\$149.67</b>
<b>Total</b>	<b>3,441</b>	<b>\$99,463.85</b>

*Source: Office of Book Processing, CCISD.*

Book Processing maintains a budget of \$30,000 for lost textbooks. About 80 percent of all textbook losses are recovered from the parents of students who lose the textbooks. The remaining 20 percent is taken from the individual school's instructional supply and material budget and Book Processing's lost textbook budget.

The textbook distribution process at individual schools is time-intensive, relying on teachers to distribute textbooks and record by hand the textbooks given to each student. This distribution process places a burden on teachers at the beginning and end of the school year (**Exhibit 8-19**).

**Exhibit 8-19**  
**Teacher Involvement**  
**Textbook Distribution and Return Process**

<b>Person Completing Steps</b>	<b>Description of Steps</b>	<b>Time Days: Hours: Minutes</b>
Teacher at Individual School	1. Reviews materials in textbook processing package.	1. 00:00:15
	2. Requests selected students to pick up textbooks for the class from textbook storage at the school on the first day of class. Student returns with the textbooks and a sign receipt from the assistant principal.	2. 00:00:20

	3. Distributes a textbook for the class to each student and, at the same time, writes the student's name, student identification number, and the book number in the New/Fair/Bad blank on the Class Book Record. The teacher also indicates his/her name, title, room number, course number, period, and semester on the Class Book Record.	3. 00:00:45
	4. Completes either Textbook Return Form (yellow) for undistributed textbooks or Textbook Request Form (white) for any additional textbooks.	4. 00:00:15
	5. Returns undistributed textbooks or requests additional textbooks from the assistant principal.	5. 00:00:30
Assistant Principal at Individual School	6. Verifies accuracy of records kept by the Office of Book Processing.	6. 00:04:00
	7. Distributes instruction package and Class Book Record cards for all classes to the teachers with price of the textbook.	7. 00:04:00
Teacher at Individual School	8. Take up textbooks from all students either before test day or at the beginning of class on test day.	8. 00:01:00
	9. Returns textbook or lost textbook cards to the book room.	9. 00:00:30
Assistant Principal at Individual School	10. Verifies return of textbooks from all classes.	10. 05:00:00
	11. Organizes the textbooks in units of five in the book room.	11. 02:00:00
	12. Generates lost textbook report indicating the students that have not returned textbooks and provides report to main office for entering into student's computer record.	12. 01:00:00
	13. Packages any surplus textbooks for delivery to the Office of Book Processing.	13. 01:00:00

*Source: Various individuals at the Office of Book Processing and Moody High School, CCISD.*

This decentralized, manual process requires teachers to spend more than two hours distributing textbooks at the beginning of each year. With 675 teachers at CCISD high schools, teachers spend 1,350 hours or 168 eight-hour days distributing textbooks to students. Teachers also collect the



textbooks from students at the end of each year, a process requiring ninety minutes on average, for a total of 1,012 hours or 126 days for all teachers in the district. The complete textbook distribution and return process is detailed in **Appendix H**.

Under this system of textbook distribution, the assistant principal or other person in charge of textbooks at each school spends 25 hours planning for the number of textbooks needed for next year and 284 hours distributing and collecting textbooks--a total of 38 days. The assistant principal and the secretary at the school also spend 64 hours or eight days tracking and collecting payment for lost textbooks.

CCISD and comparable districts in the state, including Northside, Pasadena, and Ector County ISDs, allow individual schools to determine how textbooks are distributed to each student. If the schools have a small number of students, the assistant principal or textbook custodian distributes the textbooks directly to the students. In larger schools, the textbook custodian distributes the textbooks to the teachers who then distribute them to students.

**Recommendation 78:**

Develop and implement a centralized textbook distribution and collection system at district high schools.

CCISD should develop a uniform centralized system of textbook distribution at each high school. A committee for textbook distribution should coordinate the development of the system.

Textbooks should be distributed on a pilot basis for the 9th grade at one high school at the beginning of the 1998-99 school year. Once appropriate adjustments have been made to the uniform system, textbook collections from all grades at all schools should commence at the end of 1998-99.

The assistant principals at each high school should organize the distribution and collection of textbooks in the gymnasium or cafeteria using an automated textbook tracking system.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Purchasing and Distribution organizes a committee for textbook distribution composed of the five assistant principals in charge of textbooks at each high school and the coordinator of Book Processing to develop a centralized textbook distribution system.	November 1997
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2. The coordinator of Book Processing presents the recommended plan for the centralized textbook distribution system to the superintendent for board approval.	April 1998
3. The board approves the plan after any necessary adjustments.	May 1998
4. The committee establishes a pilot program of the new system for grade 9 at one of the district's high schools.	July 1998
5. The assistant principal in charge of textbooks at the high school chosen for the pilot program implements the centralized textbook distribution plan for grade 9.	August 1998
6. The committee for textbook distribution evaluates the pilot program for the new textbook distribution system and makes any adjustments for the full implementation of the centralized textbook distribution system at all district high schools.	December 1998
7. The coordinator of Book Processing analyzes the possibility of using a bar-coding system in the future.	Ongoing

### **FISCAL IMPACT**

Once fully implemented, the centralized book distribution system will enable school administrators to distribute the estimated 55,400 textbooks to the 11,088 students enrolled in high schools in approximately 924 hours (5 minutes per student). Using an average of 23 part-time employees at each high school twice a year, the labor cost of the new centralized system is estimated at \$9,240 annually (1,848 hours at \$5/hour), beginning in 1999-2000.

During the pilot phase in 1998-99, textbooks will be distributed to one high school at a cost of \$230 (46 hours at \$5/hour). Textbooks will be collected from all schools at a cost of \$4,620 (924 hours at \$5/hour).

Under the new system, the time to distribute textbooks would be reduced by 20 percent and would allow each teacher to spend almost two more hours each year on classroom instruction.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Develop and implement textbook distribution and collection system at high schools	\$0	(\$4,850)	(\$9,240)	(\$9,240)	(\$9,240)

# Chapter 9

## Computers and Technology

This chapter of the report reviews CCISD's management and use of technology in three sections:

Planning and Budgeting  
Technology Management  
Training

Technological capabilities in any school district should contribute toward classroom gains and administrative efficiencies, but the payoff sometimes takes years to become apparent. In the meantime, districts must carefully plan and manage their technology resources.

This chapter focuses on steps CCISD should take to implement its technology plan, such as increased technical training for its employees. The chapter suggests the district develop a better structure for introducing technologies and consider contracting out some technological functions. Some of the technical terms used in the chapter are defined in **Exhibit 9-1**.

### **Exhibit 9-1** **Glossary of Technical Terms and Definitions**

<b>Term</b>	<b>Definition</b>
E-mail (Electronic Mail)	Messages sent and received by computer users over computer networks. Most e-mail systems are text-based, but some allow users to share text, sound, graphics and even video.
Hardware	Electronic devices used in technological systems, such as computers, monitors, disc players, keyboards, and printers.
Internet	A worldwide, decentralized network of computer networks connecting individuals and organizations to information and electronic mail services.
Local Area Networks (LANs)	A group of computers linked by cable over a limited area, enabling communication and sharing of hardware such as CD-ROM drives and materials. LAN software facilitates connections.
Microcomputer	A desktop, laptop, notebook, or palmtop computer designed for individual users. Most microcomputers can be networked together. Also referred to as personal computers or PCs.

Multimedia	A computer-controlled presentation of some combination of audio, video, animation, graphics, still photography, and/ or text. In the case of interactive multimedia, users not only may control the presentation but also may interact with it, eliciting responses by asking questions about information or by supplying answers to questions posed by the program.
Network	A group of computers connected with cabling for multi-directional communications.
Personal Computer (PC)	A desktop, laptop, notebook, or palmtop computer designed for individual users. Most PCs can be networked together. Also referred to as microcomputers.
Pentamation	The software package selected by CCISD to automate its business functions.
Platform	The operating system used by a particular hardware setup. Generally, any one platform requires its own unique software.
Server	In a local area network, the server is a "master" computer that controls the interaction of each of the computers on the network with other computers, printers, shared hard drives, and other devices.
Software	Programs and instructions that direct the functions of computers. Software generally is purchased on computer disks.
Wide Area Networks (WANs)	Computers networked long-distance, via cables, telephone lines, satellites, or other telecommunications systems.

*Source: Technology Plan 1996-97, Neal and Gibson*

## **BACKGROUND**

In the past 20 years, personal computers have revolutionized the way people work and share information. Part of this transformation has occurred through the use of personal electronic mail, or e-mail, which can be sent to any other e-mail subscriber worldwide. More recently, the use of computers in homes and workplaces has surged even more with the increasing ability to gather information electronically over the Internet. By typing a few words on a computer screen, individuals "browsing" on the Internet can identify hundreds, if not thousands, of electronic "pages" related to their topics of interest. Such pages, often called "web sites" because they are accessible through the World Wide Web, are so

numerous that an entire industry has emerged to sort and rank sites so users can more quickly find what they seek.

### ***Computers in Public Schools***

As with the film strips and overhead projectors of yesteryear, computers and related instructional technologies are widely touted as a new ingredient in any successful American public school. In 1994-95, U.S. public schools spent about \$3.3 billion on technology, with federal funds covering about 25 percent of the costs, according to the U.S. Department of Education. In an April 1997 national survey, nearly six in 10 teenagers reported using the Internet to research a school project.

School access to the Internet has been spiraling since 1994. By fall 1996, 64 percent of American schools had Internet access, up from 35 percent in 1994. Only 14 percent of those same schools had placed the Internet connections in classrooms, and fewer than four in 10 students had e-mail access, but such an evolution may be just a matter of time. By 2000, according to an Educational Testing Service study, nearly nine in 10 public schools will have a connection to the Internet.

Understandably, most school districts have focused on purchasing computer equipment, or "hardware," an investment resulting in 4.4 million computers in U.S. classrooms, with the typical school owning between 21 and 50. The national ratio of computers to students hovers around 10 to one.

The preparatory needs of educators themselves, however, often are not addressed. In May 1997, a Maryland expert testified to Congress: "First and foremost, teachers need a vision of what they can do with technology in their own classrooms." Some districts offer teachers intensive training, as well as classroom and even home computers.

But experts maintain that teachers and ultimately students need more than one-shot training opportunities. According to the Educational Testing Service, only 15 percent of U.S. teachers had at least nine hours of training in educational technology in 1994; and as of 1996, 18 of the states did not require courses in educational technology for a teaching license. Texas has a technology requirement for teacher certification.

In the schools, teachers sometimes feel left out of technology planning. "The vast majority of teachers in most districts must be won over to this kind of learning through the offering of adult learning which is enticing, persuasive and rewarding," one authority writes. "The track record thus far is poor. Many technology plans devote themselves to the purchase, timing, connecting and placement of computers, routers and file servers. They are

remarkably silent on learning, or they offer up a mishmash of platitudes unlikely to offend (or guide) anybody. The more clarity of purpose a district can achieve, the more success it will achieve while attempting to integrate technologies into the classroom core."

Budget priorities are also involved. Districts often must allocate funds from other needs to purchasing computers and related software. A 1996 Rand Corporation study of technology-rich schools estimated annual costs related to technology use in those schools at about \$180 to \$450 per student. In 1994-95, the overall expenditure per student was \$5,623. If \$300 were viewed as target level of funding per student for technology-related costs, about 5.3 percent of each school's budget would be allocated to technology.

### ***Computers and Educational Gains***

Skeptics question whether classroom computers actually inspire educational gains. "Basically, we're making some very expensive, long-range decisions in the absence of any evidence that shows this is the solution to these problems of public schools," one critic has said. But proponents say computers generate more educational gains than losses. In some cases, children learn to write stories on computers before they attain legible handwriting. James Kulik, who has analyzed computers and instruction for more than a decade, found that students usually learn more, learn faster, and enjoy classes more in which they receive computer-enhanced instruction. In addition, Kulik said, students develop more positive attitudes toward computers when computers help them learn in school. According to the Educational Testing Service, technology-rich schools have higher attendance rates and lower dropout rates than in the past. "Students are found to be challenged, engaged, and more independent when using technology," the study says.

### ***Computers in Texas Public Schools***

In 1995, 26.6 percent of Texas districts had reached the State Board of Education's target student to computer ratio of six to one, while the average ratio in the U.S. schools was 12 to one. By the end of 1996, 8.6 percent of Texas districts had reached a ratio of one computer for every four students, and the overall ratio was one computer for every 10.2 students. In the meantime, the state board has lowered its target student to computer ratio. By 2002, the board would like each public school to have one computer for every three students, with the ratio dropping to one computer per student by 2010. Since 1985, Texas students in grades 7 and 8 have been required to take a computer literacy course for one-half credit. This course focuses on learning with computers, and students receive hands-on opportunities reflecting real-world applications of technology.

# Planning and Budgeting

## CURRENT SITUATION

In 1996, CCISD developed and approved a Technology Plan detailing where the district wants to go with instructional and business technology from 1996-97 through 1999-2000. **Exhibit 9-2** describes significant events relating to the plan.

**Exhibit 9-2  
CCISD Technology Plan Timeline**

Date	Event
1995	\$9 million of bond funds dedicated to wiring school buildings
1996	Development of Technology Plan
1996	Board approval of Technology Plan
March 1997	Board approval of Pentamation as source of software for the district business and student administration functions
April 1997	Implementation Report received from Electronic Data Systems
August 2000	Complete implementation of Technology Plan

*Source: Interview with Assistant Superintendent of Business.*

The Technology Plan identifies the district's technology needs and estimates how much this technology will cost. These needs and cost estimates are assessed against available district funds and potential additional funds to arrive at a budget of nearly \$49 million. **Exhibit 9-3** indicates by year how much was to be spent in each of three areas: instructional technology, business technology, and support, maintenance and training.

**Exhibit 9-3  
Projected CCISD Technology Plan Budget  
1996-97 through 1999-2000**

Technology	1996-1997	1997-1998	1998-1999	1999-2000	Total

<b>Area</b>					
Instructional Technology	\$6,997,836	\$7,167,786	\$7,476,418	\$12,747,160	\$34,389,200
Business Technology	\$2,470,000	\$756,000	\$457,000		\$3,683,000
Support, maintenance and training	\$1,664,310	\$2,352,300	\$3,073,440	\$3,732,600	\$10,822,650
<b>Total</b>	<b>\$11,132,146</b>	<b>\$10,276,086</b>	<b>\$11,006,858</b>	<b>\$16,479,760</b>	<b>\$48,894,850</b>

*Source: Technology Plan, 1996 - 2000*

According to the plan, most of the funds were to be spent on instructional technology, with less than 10 percent devoted to business technology and about 25 percent slated for support, maintenance, and training.

The plan, drafted by an outside consultant based on district input, identifies the district's technology needs as well as goals, tasks, and resources through 1999-2000 for the Division of Instruction and Operations and the Division of Business Administration.

### ***Instructional Technology***

The district hopes to provide access to all students and allow teachers to develop new instructional models. The implementation of the instructional side of the Technology Plan is the responsibility of the district's Instructional Technology Office, which is staffed by an internal consultant, a secretary, and the Instructional Technology coordinator.

During 1996-97, the district began to install local area networks (LANs) and upgrade wiring at several schools; purchased equipment for students and teachers at one high school; prepared purchase orders to buy additional equipment for several other schools; selected a software platform; and prepared requisitions for library automation.

### ***Business Technology***

The implementation of the business side of the Technology Plan is the responsibility of the district's Data Systems Office, staffed by 19 people, seven of which are PC repair, network maintenance, and PC support personnel. Business areas slated for automation include financial accounting, human resource management, student management, electronic mail, library system, personnel scheduling, project management, building



security, energy management, transportation, maintenance work orders, health services, fuel management, food service, and risk management.

With regard to business technology, district activities include receiving a report from an outside consultant detailing a plan for implementing the Technology Plan; beginning the process of establishing a facility as a Technology Support Center; selecting Pentamation software and hardware; establishing a technology committee; and reviewing a bid for 2,000 personal computers, 400 of which will be used with Pentamation.

**FINDING**

CCISD secured more than \$2 million in grant funding to offset the cost of its Technology Plan. **Exhibit 9-4** describes the funding sources for the Technology Plan and the amount of money received from each source.

**Exhibit 9-4  
CCISD Technology Plan Funding Sources**

<b>Technology Plan Funding Sources</b>	<b>Funds</b>
1995 Bond Authorization for electrical upgrades	\$9,384,900
Data Services Budget	\$3,715,000
25% of total instructional staff development budget	\$721,500
State technology allocation	\$4,660,000
Federal vocational grant	\$900,000
Magnet school grant	\$1,135,000
Food service fund	\$300,000
Designated funds	\$24,000,000
Contractual obligations Option I	\$4,070,000
<b>Total</b>	<b>\$48,886,400</b>

*Source: Technology Plan, 1996 - 2000*

The \$24 million in designated funds come from the district's general revenue. The district is planning to spend \$6 million a year of these general funds for technology. The \$4 million in contractual obligation funds are funds the district plans to borrow during the fourth and fifth year of the technology plan to complete its implementation.

The federal vocational grant funds are allocated on a noncompetitive basis and are based on the number of eligible students in the district. The magnet school grant was a competitive federal grant that CCISD won for its technology program at Miller High School.

The total revenue identified in the exhibit, \$48,886,400, is slightly less than the projected costs as detailed in the Technology Plan budget of \$48,894,850. This shortfall, however, is more than covered by an additional \$900,000 in Technology Infrastructure Funds the district received after the development of the initial Technology Plan budget. These additional funds will allow the district to cover the initial projected costs. The district plans to use the remaining funds to purchase additional classroom computers and other technology.

### **COMMENDATION**

**The district has aggressively planned for technology needs by establishing a four-year plan and securing \$2 million in grants.**

### **FINDING**

While the Technology Plan specifies goals, tasks, and resources for each year of implementation, it does not specify how the district will implement the goals and tasks or how it will track either expenditures or progress toward the goals. Without a detailed implementation plan or other method to chart progress, CCISD cannot ensure that projects are on schedule or within budget. Information provided by district officials appears to show that the district is behind schedule, but it is difficult to pinpoint how far behind it is or whether its expenditures have been appropriate. Moreover, project status is not being clearly communicated and no single individual is responsible for the project's progress.

**Exhibit 9-5** and **Exhibit 9-6** present the technology goals, tasks and estimated costs for the Division of Instruction and Operations for 1996-97.

**Exhibit 9-5**  
**CCISD Division of Instruction and Operations**  
**Technology Goals**  
**1996-97**

- Integrate technology into the instructional plan at Miller High School Center for Communications and Technology and at seven middle schools.
- Automate catalog and circulation for libraries at 23 elementary schools.
- Install/upgrade computer laboratories at five high schools and six middle schools.
- Install local area networks at five middle schools.

- Upgrade electrical service at five middle schools.
- Install high-speed communication lines in all libraries for Internet access.

*Source: Technology Plan, 1996 - 2000*

**Exhibit 9-6**  
**CCISD Division of Instruction and Operations**  
**Technology Tasks**  
**1996-97**

<b>Task</b>	<b>Description</b>	<b>Cost Estimate</b>
Task 1.1	Engineer and upgrade electrical service to support technology use for Miller, Baker, Browne, Cunningham, Kaffie, and Wynn Seale.	\$1,392,836
Task 1.2	Engineer and install local area network for Miller, Baker, Browne, Cunningham, Grant, Kaffie, and Wynn Seale.	\$625,000
Task 1.3	Acquire teacher workstations for Miller, Baker, Browne, Cunningham, Driscoll, Grant, Kaffie, and Wynn Seale.	\$817,000
Task 1.4	Acquire servers, classroom computers, printers, software and multimedia stations. Specifically, acquire student workstations for Miller, Baker, Browne, Cunningham, Grant, Kaffie and Wynn Seale; acquire application software to support technology standards; and acquire network file servers for Miller, Baker, Browne, Cunningham, Grant, Kaffie, and SLGC.	\$2,851,000
Task 1.5	Acquire library automation systems for 23 elementary school libraries.	\$300,000
Task 1.6	Acquire computer laboratories for technology applications.  Specifically, acquire labs for industrial technology at Browne and South Park; acquire computer labs for business education at Miller, King, Moody, Ray; acquire computer labs for technology applications for Baker, Browne, Cunningham, Grant, Kaffie, and Wynn Seale.	\$1,012,000

*Source: Technology Plan, 1996 - 2000*

**Exhibit 9-7** and **Exhibit 9-8** present the technology goals, tasks, and estimated costs for the Division of Business and Administration for 1996-97.

**Exhibit 9-7  
CCISD Division of Business and Administration  
Goals for 1996-97**

- Establish principles that will be consistently applied throughout the system evaluation, selection, and implementation process.
- Engineer and establish communication network among central administration, schools, and other district locations.
- Evaluate, select, and begin the installation of comprehensive finance system software.
- Train users how to incorporate technological tools into their duties and increase technology competency.

*Source: Technology Plan, 1996 - 2000*

**Exhibit 9-8  
CCISD Division of Business and Administration  
Technology Tasks  
1996-97**

Task	Description	Cost Estimate
Task 1.1	Engineer the final communication requirements for all locations. The communication requirements must support decentralized input, data sharing, and printing among all district locations. This task will involve further evaluating whether the use of fiber optics or leased telephone lines will be the best long-term operational decision of the district. NOTE: Due to current laws, the installation of fiber-optic lines should be fully subsidized. However, the implementation schedule will be controlled by the carrier.	\$350,000 - \$750,000
Task 1.2	Define file server requirements and acquire hardware.  This includes file servers for financial and student support systems and all necessary communication servers and other equipment.	\$450,000 - \$750,000
Task 1.3	Acquire microcomputer workstations. This includes workstations for central and school administration costing	\$490,000

	\$1,500 each for 300 workstations and \$4,000 each for 10 laptop computers.	
Task 1.4	Evaluate and select finance, maintenance, and e-mail software. This includes the installation of budget, purchasing, accounts payable, and general ledger software components of the new finance system, as well as a maintenance job monitoring and e-mail software.	\$380,000 - \$480,000

*Source: Technology Plan, 1996 - 2000*

While these goals and tasks frame each year's activities, they do not specify how each goal will be accomplished, how and when each task will be done, or who will complete the task.

During the review, district officials initially were unable to document how much of the plan's goals and tasks had been accomplished, and at what cost. Additional inquiries yielded a first-year status report, a portion of which is described in **Exhibit 9-9**.

**Exhibit 9-9**  
**Status of Division of Instruction and Operation - Task 1.2**  
**Samples from CCISD Status Report**

<b>Task</b>	<b>Activity</b>	<b>Date</b>	<b>Action</b>
Task 1.2 Engineer and install local area network	Miller High School local area network installed.	Summer 1996	Phase I Complete
	Grant Middle School local area network installed.	December 1996	Complete
Budget: \$748,162	Preliminary plans for Baker, Browne, Cunningham and Kaffie Middle Schools.	January 6, 1997	Complete
	Meeting with middle school principals to discuss final plans.	January 23 and 24, 1997	Complete

*Source: Technology Plan First Year Status*

This report does not clearly spell out the installation status of local area networks. For instance, the status report states a budget for the task greater than the original estimated cost in the Technology Plan, but gives no explanation for the increase. And while the report specifies a budgeted

amount for the task, it does not report how much has been spent. The status report also does not indicate how much, or what percentage, of the task is complete. Moreover, the review team noted additional confusion in the status report regarding how many local area networks are complete. The Technology Plan calls for installation of a local area network for seven schools. In apparent contradiction, however, the status report states that the design is complete-despite the fact that only two of the seven schools are in the local area network. It appears clear that the district lacks a consistent and complete accounting of its Technology Plan implementation.

Another district document, a spreadsheet of expenditures, details expenditures to date. According to this spreadsheet, CCISD has spent 49 percent of the \$625,000 originally budgeted for installing the local area network. This raises questions if five of the seven schools still have not been attached to the network.

**Exhibit 9-10** depicts CCISD's instructional technology budget by equipment, wiring and engineering, and software.

**Exhibit 9-10**  
**CCISD Instructional Technology Expenditures**  
**As of June 1997**

Category	Total Budget	Unspent Balance	Percent Remaining
Equipment	\$4,480,500	\$2,747,528	61 %
Engineering and Wiring	\$2,017,836	\$1,240,285	61 %
Software	\$499,500	(\$9,148)	(2 %)
<b>Total</b>	<b>\$6,997,836</b>	<b>\$3,978,665</b>	<b>57 %</b>

*Source: Technology Plan, First Year Status.*

The exhibit highlights several possible concerns. First, the district appears to be over budget on its software expenditures by almost \$10,000, a problem compounded by the fact that it is behind on equipment purchases. The district may be forced even more over budget on software if it needs to purchase additional software after filling remaining equipment needs. However, the district recently provided information to the review team indicating that they are not over budget. The district explains that the software was purchased with funds that had previously been budgeted for hardware and that the necessary adjustments will be made to the technology plan budget to reflect this. Further, CCISD had made only 57 percent of its budgeted expenditures by the tenth month of the fiscal year,

suggesting the district is behind schedule. The severity of this problem is difficult to assess since it is unclear what portion of the first year's tasks have been completed.

The district provided the review team with additional information in August 1997 indicating that bids have been awarded for installing local area networks at nine schools, and that these bids total \$496,710 of the total budget of \$741,250. While it appears that progress has been made to install local area networks at these schools, it is still difficult to tell whether the installation is on schedule or within the budget.

**Exhibit 9-11** shows six tasks and descriptions as they appear in the Technology Plan and the review team's assessment of progress toward completion of these tasks, based on the status report.

**Exhibit 9-11**  
**Status of CCISD Instructional Technology Tasks**  
**June 1997**

<b>Task</b>	<b>Description</b>	<b>Status</b>
Task 1.1	Engineer and upgrade electrical service to support technology use for Miller, Baker, Browne, Cunningham, Kaffie, and Wynn Seale.	Only Miller has been upgraded.
Task 1.2	Engineer and install local area network for Miller, Baker, Browne, Cunningham, Grant, Kaffie, and Wynn Seale.	Only Miller and Grant had their local area networks installed.
Task 1.3	Acquire teacher workstations for Miller, Baker, Browne, Cunningham, Driscoll, Grant, Kaffie, and Wynn Seale.	Equipment for teachers have only been installed at Miller.
Task 1.4	Acquire servers, classroom computers, printers, software and multimedia stations for Miller, Baker, Browne, Cunningham, Grant, Kaffie and Wynn Seale; acquire application software to support technology standards; and acquire network file servers for Miller, Baker, Browne, Cunningham, Grant, Kaffie, and SLGC.	Equipment for students have only been installed at Miller.
Task 1.5	Acquire library automation systems for 23 elementary schools libraries.	Nothing has been purchased or implemented.
Task	Acquire computer laboratories for technology	Labs have been

1.6	applications. Specifically, acquire labs for industrial technology at Browne and South Park; acquire computer labs for business education at Miller, King, Moody, Ray; acquire computer labs for technology applications for Baker, Browne, Cunningham, Grant, Kaffie, and Wynn Seale.	installed at Miller, King, Moody and Ray high schools.
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In summary, most of the tasks have been completed for Miller, but few other schools have benefited. Given that the district has spent 43 percent of its budget for these tasks, it may not be able to complete the remaining tasks on time or within budget.

**Exhibit 9-12** shows the status of the business technology budget according to the district's status report. From the status report, it appears that the Division of Business is further from its original budget than the Division of Instruction. From the information provided to the review team in August, it appears that the Division of Business is further along, but it is still difficult to assess the extent to which it is on schedule or within budget. For example, the additional information stated that the district has recently awarded a bid for \$416,277 for the construction of a Wide Area Network. While awarding this bid is an important step in the completion of Wide Area Network engineering, it is difficult still to determine what percent of the work remains and whether the bid was within the appropriate budget.

**Exhibit 9-12**  
**Status of CCISD Business Technology Expenditures**  
**June 1997**

<b>Category</b>	<b>Total Budget</b>	<b>Unspent Balance</b>	<b>Percent Remaining</b>
Wide Area Network Engineering	\$750,000	\$750,000	100%
Hardware	\$1,240,000	\$1,104,791	89%
Software	\$480,000	\$480,000	100%
<b>Total</b>	<b>\$2,470,000</b>	<b>\$2,334,791</b>	<b>95%</b>

*Source: Technology Plan, First Year Status.*

These exhibits and the district's status report do not say how the percentage of remaining funds compares to the amount of work needed to



complete the tasks in question. The report suggests, however, that the district is behind schedule.

**Exhibit 9-13** shows tasks and descriptions for business technology as they appear in the technology plan and the review team's assessment of progress toward completion.

**Exhibit 9-13**  
**Status of CCISD Business Technology Tasks**  
**June 1997**

Task	Description	Status
Task 1.1	Engineer the final communication requirements for all locations. The communication requirements must support decentralized input, data sharing, and printing among all district locations. This task will involve further evaluating whether the use of fiber optic or leased telephone lines is the best long-term operational decision. NOTE: Due to current laws, the installation of fiber optic lines should be fully subsidized. However, the implementation schedule will be controlled by the carrier.	Not complete. EDS study completed; proposal to provide communication lines is under review; board asked to designate a Technology Support Center.
Task 1.2	Define file server requirements and acquire hardware. This includes file servers for financial and student support systems and all necessary communication servers and other equipment.	Not complete. Pentamation selected.
Task 1.3	Acquire microcomputer workstations. This includes workstations for central and school administration costing \$1,500 each for 300 workstations and \$4,000 each for 10 laptop computers.	Not complete. Technology committee established and bid for 1,000 personal computers received, but not all computers have been purchased.
Task 1.4	Evaluate and select finance, maintenance, and e-mail software. This includes the installation of budget, purchasing, accounts payable, and general ledger software components of the new finance system, as well as a maintenance job monitoring and e-mail software.	Not complete. Part of Pentamation administrative system accepted; work order system expanded.

*Source: Texas Texas School Performance Review team.*

While the district contracted with an outside consultant to develop an implementation plan for its technology plan, the resulting consultant report does not include sufficient detail to manage the process or report progress. The cover letter of the consultant's report states that the consulting firm is "pleased to submit Execution documentation for the Corpus Christi Independent School District's Technology Plan." While the report contains information and general recommendations about methodology and staffing, the only implementation plan included in the report is for the installation of the network, one part of the Technology Plan.

Moreover, the implementation plan lacks sufficient detail on the networking topic that it addresses. At the very least, a good implementation plan should include detailed steps necessary for the completion of each task and a schedule for the completion of each step. The implementation plan in the consultant's report is less than 10 pages long. The plan identifies nine tasks for the district:

- Planning/ scheduling
- Equipment procurement
- Site survey
- Site preparation
- Cable/fiber optics
- System hardware and software integration
- Local Area Network (LAN) connectivity installation
- LAN computer hardware
- Testing

Yet the plan does not describe these tasks, or identify any steps necessary for their completion. The only "detailed project plan" presented in the report is a one-page chart showing when each school will be wired and connected to the network.

Additional information provided to the review team in August indicates that the district has made progress towards its technology plan. For instance, in addition to awarding bids to construct a wide area network for the district and install local area networks at nine schools, the district has entered into a contract with an Internet Service Provider; awarded a bid to install local area networks in school offices that had no data network; and begun the design and construction of a Technology Operations Center to house the Pentamation system, e-mail servers and technology support functions. Unfortunately, it is still difficult, if not impossible, to know how this progress and its cost compare to the district's plan and budget.

**Recommendation 79:**

Develop a method of managing implementation of the Technology Plan that includes detailed implementation steps for each task and a monthly report to monitor progress.

As discussed in the District Organization and Management chapter, the district's technology offices--Data Systems, Management Information Systems, and Instructional Technology--should be consolidated in a single department under a single director. The existing departments should not wait for this reorganization to begin addressing this recommendation. The existing departments should begin to work together immediately to develop a format for documenting the details of the technology plan and a format for reporting progress.

For each Technology Plan task, the appropriate technology department should identify detailed implementation steps, assign each step a timeframe for completion, and designate an individual responsible for its completion. The district then can use these steps as the basis for reporting its progress.

Each month, the appropriate technology department should produce a report summarizing its progress toward completing the tasks. The report should include the implementation of both instructional and business technology. The report should describe the extent to which the tasks are progressing on schedule, the percentage of tasks that are complete, the percentage of the budget that has been spent, and the amount of work that remains to be done. This report should be presented to the superintendent, the assistant superintendent for Business, the assistant superintendent for Instruction, and the Board of Trustees.

This framework will help the district implement technology on schedule and within budget and hold specific individuals responsible for each step of the process.

Additional information provided to the review team in August indicates that the district is in the process of developing a Technology Plan Evaluation Framework for assessing the district's progress towards the implementation of the technology plan. This draft was presented to the Board of Trustees on July 28, 1997. According to the draft version of this framework, progress will be assessed separately for each school and department and will be evaluated in three phases: acquisition, implementation and improvement. While the district has taken the first steps towards developing a process for developing a method of monitoring technology progress, the district should add additional detail to the evaluation framework.

Additional information provided to the review team in August indicates that the district has also begun to identify more detailed steps for the implementation of the technology plan. Printouts from a project management software application show that the district has identified many of the major tasks and sub-tasks necessary for implementation; start and finish dates for each of these tasks and sub-tasks; and some of the individuals and positions who will participate in the tasks. Again, while these are positive steps for the district, the district should further develop these plans--with definitions of tasks and a way of linking these tasks to the original project plan and budget--to ensure that sufficient detail exists within the technology plan to make meaningful assessments of its progress.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. Staff from Data Systems and Instructional Technology develop a format for documenting the details of the technology plan and for reporting progress.	October 1997
2. The staff documents detailed implementation steps for each task.	October 1997 - December 1997
3. The team submits the first progress report.	January 1998

**FISCAL IMPACT**

This recommendation can be implemented at no additional cost to the district.

# Technology Management

## FINDING

CCISD's technology offices do not appear adequately staffed to implement the Technology Plan or to support the district's technology needs. They do not have the number of positions or the expertise needed to implement such a large technology initiative or to support and maintain the technology once it is implemented.

**Exhibit 9-14** summarizes the tasks identified in the Technology Plan to be completed by the end of 1999-2000. As the exhibit shows, implementation is a very large and complex project.

**Exhibit 9-14**  
**CCISD Technology Plan Task Summary**

Instructional	Business
<ul style="list-style-type: none"> <li>• Engineer and upgrade the electrical service at all schools</li> <li>• Engineer and install local area network at all schools</li> <li>• Acquire teacher work stations at all schools</li> <li>• Acquire servers, classroom computers, printers, software and multimedia stations at all schools</li> <li>• Acquire library automation systems at all elementary schools</li> <li>• Acquire computer laboratories for technology applications courses at all middle and high schools</li> <li>• Acquire computers for administrators</li> <li>• Acquire video conferencing labs for four high schools</li> </ul>	<ul style="list-style-type: none"> <li>• Engineer the final communication requirements and measurement of bandwidth and communication frequency among all locations</li> <li>• Define file server requirements and acquire hardware</li> <li>• Acquire microcomputer workstations for central and school administration</li> <li>• Evaluate and select finance, maintenance, e-mail, transportation, security, maintenance, public affairs, and student software</li> <li>• Implement software for budget, purchasing, accounts payable, general ledger, maintenance, e-mail, payroll, student system and personnel</li> <li>• Expand food service equipment</li> <li>• Acquire imaging and optical storage equipment</li> </ul>

*Source: Technology Plan, 1996-2000.*

Recognizing its need for outside technical assistance, the district contracted with one consultant to develop the Technology Plan and with another to study implementation. In addition, the district has identified outside vendors to complete the work on the wide area networks, the local area networks, and the electrical upgrades.

While purchasing these services is essential to implement the Technology Plan, the need for purchased services or more staff will become much greater as the rest of the Technology Plan is implemented. Implementing hardware in all schools and offices, installing software on computers and servers, and training the staff are all tasks the district does not yet have the resources to complete. Even after full implementation of the Technology Plan, tasks such as hardware and network maintenance, hardware and software help desk support, and requested software modifications will require staffing or assistance the district simply does not have.

The district recognizes its need for additional technical staff, and it is in the process of identifying what positions and expertise are needed.

CCISD has acknowledged that school districts find it difficult to compete with private industry for the limited number of experienced technical job applicants currently available. The long-term benefits of the Technology Plan will depend not just upon the latest, most effective hardware and software, but staff members with the necessary expertise in these technologies.

Contracting with outside firms has emerged in recent years as a popular way to meet ever-changing technology needs, including the need for qualified staff. Such contracting gives organizations access to the technical expertise they need while allowing them to focus on their core business functions.

Reasons for contracting include the difficulty of managing complex functions such as communications; concern about buying costly technology that could rapidly become obsolete; the difficulty of hiring and retaining high-quality information technology specialists; and the need to temporarily outsource the maintenance and support of existing systems to focus on implementing new systems.

**Recommendation 80:**

**Consider contracting for outside technology expertise to supplement district staff.**

While the district is consolidating its technology departments, the director of Data Systems and the director of Instructional Technology should begin

the preparation of a Request for Information (RFI). With input from the superintendent, other district staff, and members of the community with technical expertise, the directors of Data Systems and Instructional Technology should identify the functions the district expects a vendor to perform and the standards of performance it expects the vendor to meet. These requirements then should be documented in an RFI. Once the district identifies a technology director, this individual should lead the RFI process.

In developing the RFI--and possibly a subsequent request for proposals (RFP)--the district should use a checklist to ensure that it is protected in a contractual arrangement. The RFI and RFP should require bidders to respond to each paragraph in the request in the same order to ease evaluations and comparisons. Since contractors may take different exceptions to specific terms and conditions, the district should compare responses to both the checklist and the original request.

Potential functions could include assisting with the selection of educational software; installing all hardware, software, networks, and software; and performing ongoing services such as help desk support, system maintenance, and technological guidance.

While it is impossible to envision all possible situations that may arise in a contractual business relationship, the essence of any contract must be performance. The adequacy of performance can be determined only through measurement. Therefore, the district's contract must specify, to the extent possible, the performance the district expects and how performance will be measured and reported.

Any contract should contain a provision permitting the district to employ an external consultant to evaluate the contractor's performance, either periodically or as needed. Potential performance standards could include expectations about implementation schedules, response time, security, transaction volumes, business resumption in the event of catastrophe, and system up time.

A contract should save the district 15 percent to be worthwhile. In other words, the district should determine what the cost would be to execute its plan internally--including upgrading its technology offices with the necessary level of staffing and expertise, upgrading purchasing services as necessary, and remodeling and maintaining the Technology Support Center--and should compare this cost to the cost estimates from the RFI responses. The district also should compare the benefits of such a contract to the benefits of a completely in-house operation. If the cost of a contract is at least 15 percent lower than in-house operation and the benefits are equal or better, the district probably should contract.

A key point to keep in mind when contracting information systems is that, while a contractor may profess to be the client's "business partner," it is not. It is a separate firm that must maximize profits to satisfy its shareholders, and as a result, its business interest is not congruent with that of its client. The district needs to prepare appropriately, bid intelligently, heed advice from its attorney, and establish strong contract performance monitoring to benefit.

If the district decides to contract technology services, the Technology Advisory Committee, the Data Systems director, and the Instructional Technology director should oversee the process and continue to ensure that the contractor meets the district's needs. The district's technology director will shift from an operational job to a contract administrator role. The advisory committee should be made up of community volunteers and school district employees who have the technical expertise to ensure that the plan is properly implemented.

If the district keeps technology services in-house, efforts should focus on developing a detailed recruitment and staffing plan.

#### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Data Systems and the director of Instructional Technology identify functional and performance requirements for contracts.	October 1997 - November 1997
2. The director of Data Systems and the director of Instructional Technology write and issue an RFI.	December 1997
3. The director of Data Systems, the director of Instructional Technology, and the superintendent and assistant superintendents evaluate responses to the RFI and compare the cost of contracting to the cost of doing the work in-house.	February 1998
4. The director of Data Systems, the director of Instructional Technology, and the superintendent and assistant superintendents decide whether to contract out the district's technology function.	March 1998
5. If the decision is made to contract, the director of Data Systems and the director of Instructional Technology solicit volunteers to serve on a Technology Advisory Committee.	March 1998
6. The director of Data Systems and the director of Instructional Technology write and issue an RFP.	April 1998
7. The director of Data Systems and the director of Instructional Technology evaluate responses to the RFP and award the bids	April 1998



accordingly.	
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**FISCAL IMPACT**

The preparation and issuing of an RFI and RFP can be accomplished within existing resources.

**FINDING**

CCISD has budgeted almost \$1.2 million for the initial purchase of Pentamation without fully identifying the one-time and ongoing savings that will result from this automation. Pentamation is the software package the district has selected to automate many of its business functions including human resources, payroll, financial accounting, purchasing, accounts payable, warehousing, fixed assets, and student information. The cost of Pentamation includes:

- The software application itself.,
- A reporting component that will allow employees to produce a variety of reports.
- The purchase of equipment necessary to run the application.
- Training on the application and its reporting component.
- Conversion of existing student and business data on existing CCISD automated systems to Pentamation.
- Customization of several functional areas of the application. While Pentamation in its original form satisfies many of CCISD's needs, the district identified several areas in which slight changes, or "customizations," to the application are necessary.

**Exhibit 9-15** describes the initial cost of Pentamation.

**Exhibit 9-15  
Initial Cost of Pentamation**

<b>Component</b>	<b>Cost</b>
Application Software	\$300,000
Reporting Component	\$231,062
Software Implementation Services (Software Training and Conversion)	\$68,875
Reporting Component Training	\$6,500
Student Data Conversion	\$9,600

Business Data Conversion	\$9,600
Equipment	\$475,633
Customizations	\$91,960
<b>Total</b>	<b>\$1,193,359</b>

*Source: Division of Business and Administration.*

In addition to these initial costs, the district estimates that annual maintenance fees for Pentamation will be \$130,729. **Exhibit 9-16** shows the details of this annual expense.

**Exhibit 9-16  
Annual Maintenance Cost of Pentamation**

<b>Component</b>	<b>Cost</b>
Software Application	\$61,542
Reporting Component	\$43,523
Other Software	\$1,752
Hardware	\$3,120
Modem	\$120
Customizations	\$20,672
<b>Total</b>	<b>\$130,729</b>

*Source: Division of Business and Administration.*

Pentamation will perform many tasks now done manually or on out-of-date computer applications. With this improved automation, the district should be able to realize savings by streamlining the functions of CCISD's accounting, personnel, and purchasing areas.

Information provided to the review team in August indicates that the district has already identified almost \$1.2 million in savings due to Pentamation. These savings are summarized in **Exhibit 9-17**.

**Exhibit 9-17  
Savings Resulting from Pentamation**

<b>Area</b>	<b>Savings</b>
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1. The existing mainframe system software and hardware would need to be upgraded if Pentamation were not implemented. The cost of this upgrade would be approximately \$1 million.	\$1,000,000
2. Existing data processing staff will decrease. One programming position already has been eliminated and two and one-half operator positions will be eliminated later.	\$85,000
3. Automatic collection of leave information through Pentamation will save clerical time transcribing time sheets at all locations, as well as data entry time in the Central Office, for a minimum of \$20,000 in savings. In addition, the timely collection of these data should save an estimated \$6,000 in overtime currently due to payroll runs conducted late in the evenings or on weekends.	\$26,000
4. The distributed printing and report generation capabilities of the Pentamation system will get information to users more quickly and eliminate the need for about two trips per week from each location to pick up printouts. Savings are based on two trips per week for 36 weeks to 60 locations at a cost of \$15 per trip for employee time and mileage.	\$64,800
5. Environment and power usage requirements on the new system are much less stringent. Savings will be realized from A/C and power.	\$5,000
6. Maintenance of two large A/C units and large UPS will be eliminated.	\$2,000
<p>7. Many other benefits will be realized but the actual cash savings can be better determined as departmental procedures are adjusted to the new systems. These savings will include:</p> <ul style="list-style-type: none"> <li>• Major automation of purchasing office.</li> <li>• Tighter control on payroll including per payroll editing.</li> <li>• More efficient student scheduling, resulting in better-balanced classes.</li> <li>• Allowing for free and reduced-price lunch codes to be collected on a family application will increase participation, eventually generating additional federal funds for food services as well as an improved district profile.</li> <li>• Interface with transportation routing systems has generated significant savings in other districts' transportation costs.</li> <li>• Duplicate entry of applicant and hire information will be eliminated in Personnel</li> <li>• On-line maintenance work orders will save clerical time in schools, as well as in the Maintenance Department.</li> </ul>	To be determined

Source: CCISD.

**Recommendation 81:**

Require each office to identify efficiency and labor savings resulting from the implementation of Pentamation and all future automation projects and hold offices responsible for realizing these savings.

The district already has identified significant savings due to the implementation of Pentamation, but it should continue to identify additional savings as Pentamation is implemented and its benefits are realized.

Departments that will benefit from Pentamation should identify the savings that will result from the new system and should be responsible for realizing these savings. This includes the savings already identified by the district as cited in the exhibit above.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of each department identifies how Pentamation will streamline the department's activities.	November 1997
2. The director of each department identifies how these streamlined activities can result in the need for fewer positions or other savings.	January 1998
3. The director of each department discusses these savings with the assistant superintendent for Business.	February 1998
4. The assistant superintendent for Business documents these potential savings and uses them in financial planning.	March 1998
5. Once Pentamation is implemented, the assistant superintendent for Business ensures that the identified positions are eliminated and that these savings are realized.	Ongoing

**FISCAL IMPACT**

Some identified savings resulting from the implementation of Pentamation can be found in other chapters of this report.

# Training

## FINDING

While CCISD has invested large amounts of money in hardware and software, the funding dedicated to technical training for employees appears to be insufficient to assist teachers in integrating technology into classrooms. As one district employee commented, the district leaves teachers "to find their own way in a jungle of changing technologies and a maze of changing expectations." The district cannot reasonably expect teachers to incorporate technology into their teaching methods without dedicating funds to ensure success.

According to a California study, districts should earmark at least 30 percent of their educational technology budgets for teacher/staff development and follow-up support and assistance. Studies in other states have reached similar conclusions. In Texas, an Apple Computers analyst told the review team that the ideal district devotes one third of its instructional technology funds to training and two thirds to computer hardware and software purchases.

Employee training is essential for successful implementation of technology. It helps teachers and staff accept the technology more readily, and gives them the understanding needed to benefit from computers and software applications.

**Exhibit 9-18** shows CCISD funds allocated to train staff in technology.

**Exhibit 9-18**  
**CCISD Technology Training Funds**  
**1996-97 through 1999-2000**

<b>Comparison</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>Total</b>
Total Technology Budget	\$11,132,146	\$10,276,086	\$11,006,858	\$16,479,760	\$48,894,850
Total Training Budget	\$126,500	\$468,000	\$472,000	\$450,000	\$1,516,500
Training as a percentage of budget	1%	5%	4%	3%	3%

Training per total employees	\$23.82	\$88.12	\$88.87	\$84.73	\$285.54
If training were given to teachers only	\$50.12	\$185.42	\$187.00	\$178.29	\$600.83

*Source: Employee count from Brief Facts, 1996-97 (5,311 total permanent staff); Budget information from Technology Plan.*

To put these training budgets in perspective, the allocation for each employee or for each teacher could buy one PC training class, generally preparing the employee to turn on the computer and access a software program. It would not even provide the employee with basic word processing skills.

One way the district spends its technology funds on teacher training is through the Summer Technology Institute. The Institute is intended to develop a cadre of teachers called Technology Champions who can then lead campus-based staff development sessions during the school year. During Summer 1997, the Institute was offered for middle school teachers. The district plans to offer the Institute to high school teachers in 1998 and elementary school teachers in 1999. While this training is certainly useful, it is probably not adequate to make teachers comfortable with technology.

In a review team survey of teachers, about four in 10 teachers agreed or strongly agreed with the statement: "I am given adequate support to effectively use technology." However, nearly one in four teachers disagreed or strongly disagreed with the statement--an indicator of training needs. And, while 43 percent of responding teachers said they felt comfortable using computers as part of their classes, 18 percent disagreed or strongly disagreed (**Appendix L**), another indication of training gaps.

Texas school districts facing similar challenges have taken different approaches to improving technology training.

In Laredo's United ISD, for instance, district officials froze computer technology purchases during 1996-97 while devising more effective training. The district designated technology facilitators at each school. Each school's facilitator received intensive technology training and returned to their respective school with the assignment of passing on their skills and knowledge to fellow teachers and staff.

**Recommendation 82:**

**Reallocate funds to adequately train staff on the use of technology.**

The district should closely analyze its technology and staff development budgets to reallocate funds for technology training. Possible areas the district could cut include the purchase of video conferencing equipment, imaging, and optical storage and the purchase of computers for schools. The district also should consider whether additional funds from the district's annual \$2.9 million staff development budget could be reallocated to technology training. Finally, the district should investigate whether additional grants or donations are available. For instance, under the federal 21st Century Classroom Act that was signed into law in August 1997, businesses that donate computers that are less than two years old to eligible K-12 schools can take a charitable tax deduction equal to the original price of the computer. The district also should investigate funding available from some of the country's largest technology businesses, such as Intel, Microsoft, and Oracle, which offer hundreds of millions of dollars in grants available to schools.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The staff development coordinator completes a skills assessment of the workforce to determine its knowledge of technology, in order to determine what training is necessary for them to use technology beneficially.	August 1998
2. The staff development coordinator analyzes results of the skills assessment.	August 1998
3. The staff development coordinator prioritizes training needs and establishes specific and quantifiable goals and objectives.	August 1998
4. The staff development coordinator develops or contracts for a training program to meet these needs and determines the cost of the training program.	September 1998
5. The staff development coordinator selects facilities for the training to take place, schedules the training, and coordinates the training program.	October 1998 - November 1998
6. The staff development coordinator oversees training on the appropriate subject to the appropriate staff.	December 1998 and ongoing
7. The staff development coordinator assesses the technology training program and coordinates follow-up training as required.	January 1998 and ongoing

**FISCAL IMPACT**

The district should redistribute current funds to allow for additional training.



# Chapter 10

## Food Services

This chapter reviews CCISD's Office of Food Services in four sections:

Organization and Management

Revenues

Automation and Reporting

Facilities

Overall, the review team found CCISD's Food Services operations to be prompt, efficient, and well-organized. However, the district should place more emphasis on the financial and performance aspects of this operation.

School food service operations strive to provide students with appealing and nutritionally sound breakfasts and lunches and to operate on a break-even basis. Nutritious meals allow students to concentrate on their primary goal at school, learning. In general, several success factors are used to evaluate the efficiency and effectiveness of a school food service operation. These factors include:

- A high ratio of meals per labor hour, which minimizes labor costs.
- Low food costs and waste.
- Maximum participation in aid programs.
- High nutritional value and meal variety.
- Financial self-sufficiency.
- Product promotion.
- Popular foods.
- Consistently good quality.
- Pleasant atmosphere.
- Friendly staff.
- Prices that fit students' budgets.
- Fast service.

### **CURRENT SITUATION**

CCISD is among the top 15 districts in the state, with a fall 1996 enrollment of 41,470 students at 56 schools. The mission of CCISD's Food Services Office is to serve all students the highest-quality meals at the lowest possible cost. **Exhibit 10-1** describes the office's specific objectives.

### **Exhibit 10-1**

#### **Food Service Goals and Objectives**

<b>Goals</b>	<b>Objectives</b>
Improve public relations.	<p>Develop and administer customer survey.</p> <p>Sign up more schools for team nutrition.</p> <p>Add nutrient analysis to menus.</p> <p>Add point-of-sale nutrition information.</p> <p>Remodel middle schools into food courts and outside dining.</p>
Increase menu choices.	<p>Offer elementary entree menu choices.</p> <p>Formalize and expand catering menu.</p> <p>Offer outside barbecue.</p> <p>Improve pre-plated meals by using new sealing machine.</p>
Increase centralized production.	<p>Process secondary produce.</p> <p>Prepare secondary hot foods--chili, chili beans, fiesta meat, etc.</p>
Increase computerization.	<p>Add point-of-sale in remaining schools.</p> <p>Implement computerized inventory.</p> <p>Implement purchasing and production modules of SNAP.</p> <p>Provide timely profit and loss for all schools to provide competition.</p> <p>Change all financial reports to SNAP format.</p>
Increase number of students eligible for free/reduced meal program.	<p>Approve applications on computer.</p> <p>Implement family applications.</p>

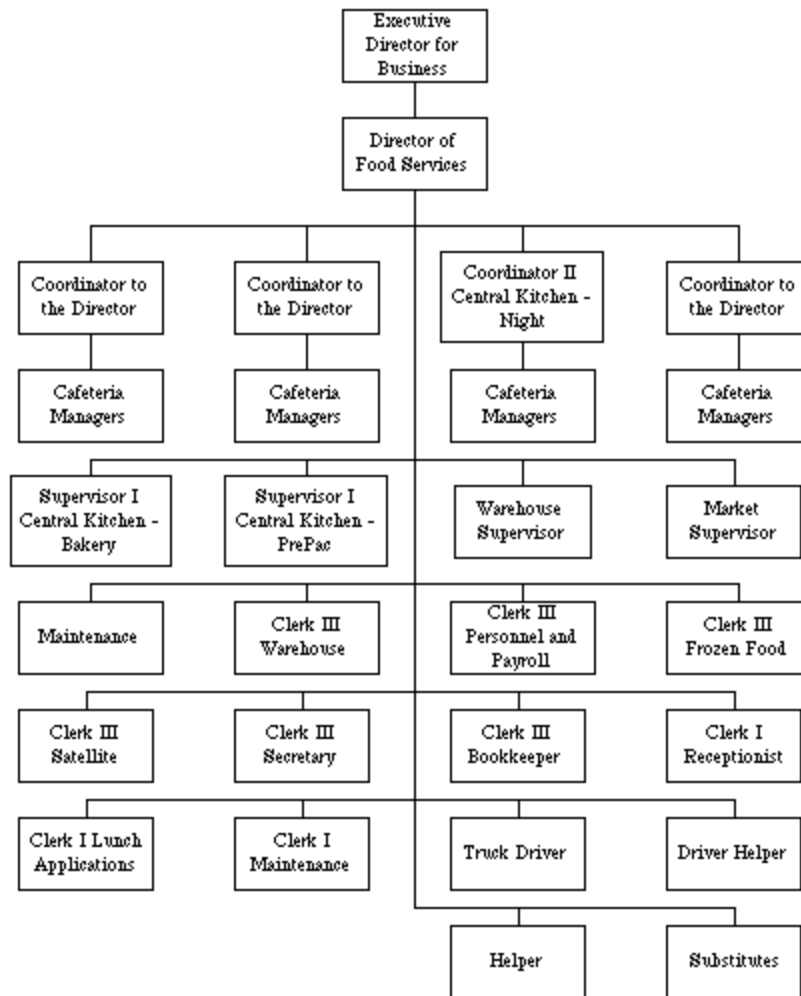
Implement equipment preventive maintenance program.	Implement equipment preventive maintenance program.
Increase breakfast participation.	Offer free breakfast.

*Source: CCISD Food Services Director Interview*

# Organization and Management

The director of Food Services manages district food service operations and reports to CCISD's executive director for Business. **Exhibit 10-2** depicts the office's organizational structure.

**Exhibit 10-2**  
**Organizational Structure**  
**Office of Food Services**



*Source: CCISD Food Services*

Food Services employs 535 people (262 full-time equivalent workers, or FTEs), operates one central kitchen, supports 63 cafeterias, serves 56 schools and seven other special schools and facilities, and maintains one warehouse. **Exhibit 10-3** presents staffing levels in relation to the number of cafeterias and average daily student attendance for the past six years. In

addition to all front-line cafeteria workers, the total food service FTE count includes cafeteria aides, who provide student supervision in all elementary school cafeterias.

**Exhibit 10-3  
Selected Food Service Statistics**

Comparison	1991-92	1992-93	1993-94	1994-95	1995-96	1996-97
Total Food Service FTEs	302	255	254	253	251	262
Total Food Service Employees	500	502	529	548	535	535
Total number of cafeterias	61	61	61	62	62	63
Average daily attendance	42,277	42,442	42,634	41,844	41,890	41,740

*Source: Food Service Director and Human Resources and Budget*

Food Services staff members serve approximately 40,000 breakfasts and lunches daily, or nearly 4.8 million meals annually. The staff also sells an additional 6,000 a la carte items daily; 43,400 lunches are served to adults during the year.

In fiscal 1997, Food Services generated revenues of approximately \$10.9 million. Like programs in other Texas school districts, CCISD Food Services is funded through a combination of federal subsidies for students from low-income families and payments from students financially able to pay. Federal reimbursements generate the largest share of CCISD's food service revenue, 64 percent (**Exhibit 10-4**). Breakfast, lunch, and canteen sales fund another 17 percent of the budget. The remaining funds come from a variety of sources, including donated sales, state matching funds, and interest.

**Exhibit 10-4  
Food Services Budget  
By Major Revenue Category**

Revenue Source	1993	1994	1995	1996	1997 est.
Lunch Sales	\$1,241,744	\$1,034,222	\$1,140,429	\$1,416,733	\$1,451,300

Breakfast Sales	\$60,340	\$64,855	\$69,910	\$84,640	\$83,800
Canteen Sales	\$284,120	\$267,998	\$293,390	\$291,464	\$297,800
Other Sales	\$1,056,598	\$984,245	\$1,186,410	\$1,174,511	\$1,095,500
USDA Donated Commodities	\$936,996	\$332,711	\$726,917	\$629,184	\$856,400
State Reimbursement	\$181,048	\$179,297	\$178,102	\$174,129	\$180,000
Federal Reimbursement	\$6,110,273	\$6,408,210	\$6,359,996	\$6,810,288	\$6,932,500
Interest Income	\$121,389	\$129,653	\$142,625	\$107,535	\$10,000
<b>Total</b>	<b>\$9,992,508</b>	<b>\$9,401,191</b>	<b>\$10,097,779</b>	<b>\$10,688,484</b>	<b>\$10,907,300</b>

*Source: 1995-96 CCISD Food Services Adopted Budget*

In 1996-97, Food Services had operating expenses of approximately \$10.9 million (**Exhibit 10-5**). Salaries accounted for 42 percent of the total expenses while food accounted for 45 percent.

**Exhibit 10-5**  
**1995-96 Food Services Budget**  
**by Major Expense Category**

<b>Expenses</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997 est.</b>
Labor	\$4,188,642	\$4,203,616	\$4,533,523	\$4,828,442	\$4,580,138
Food	\$4,479,020	\$4,223,152	\$4,422,462	\$4,759,457	\$4,928,000
Paper	\$67,568	\$364,484	\$318,382	\$356,516	\$375,500
Misc	\$208,230	\$172,358	\$207,498	\$206,360	\$181,450
Equipment	\$17,136	\$132,148	\$169,971	\$100,781	\$43,100
Direct Overhead	\$70,557	\$124,979	\$111,072	\$92,828	\$92,410
Indirect Overhead	\$547,533	\$601,155	\$650,236	\$701,388	\$725,980
<b>Total</b>	<b>\$9,578,686</b>	<b>\$9,821,892</b>	<b>\$10,413,144</b>	<b>\$11,045,772</b>	<b>\$10,926,578</b>

*Note: food includes commodities*

*Source: CCISD Office of Food Services*

CCISD participates in four federal food programs, including the National School Lunch Program, National School Breakfast Program, United States Department of Agriculture (USDA) Donated Commodities and Food Distribution Program, and the Summer Food Program.

These programs are intended to provide students with their recommended daily nutritional needs. **Exhibit 10-6** provides a brief description of each program.

**Exhibit 10-6**  
**National Food Service Programs**

<b>Program</b>	<b>Description</b>
National School Lunch Program	Ensures meals are available to all school children and provides low-income children with meals for free or at reduced prices.
School Breakfast Program	Provides a good start toward meeting a child's daily nutritional need of food energy, protein, vitamins, and minerals. The federal government reimburses states at certain rates for each breakfast served.
USDA Donated Commodities/Food Distribution Program	Offers available foods to each state for some child nutrition programs. Selections are based on children's nutritional needs, recommendations of the school lunch officials of the various states, and market supplies and prices.
Summer Food Program	Ensures that school children continue to receive nutritious meals during school vacations. Summer meals are provided in areas with high unemployment and a large number of children who qualify for free and reduced-price meals.

*Source: 1996 Guide to Federal Funding for Education, Volume 2*

Additionally, CCISD is stretching its food and labor dollars further by preprocessing some bulk foods such as whole turkeys and chickens. **Exhibit 10-7** shows the food products produced from the type of commodity received.

**Exhibit 10-7**  
**Current Commodity Pre-Processing**

<b>Government Food Commodity</b>	<b>Preprocessed Into</b>
Chicken	Nuggets, patties, and breaded pieces
Turkey	Sliced turkey, ham, and bologna
Beef	Patties and steakettes
Pork	Pork chops and sausage

*Source: CCISD Food Services Director Interview*

Purchasing services are provided by Central Administration's Purchasing Department, which is responsible for purchasing staples twice a year, produce every two weeks, and supplies and materials annually. Purchasing also is responsible for ensuring that the district's bidding process is fair and efficient. Preparing, evaluating, and awarding bids requires an estimated six to ten days of the district purchaser's time each year. The purchaser reports to the Purchasing director. The purchaser uses bid buying, centralized purchasing, cooperative purchasing, and state contract to procure food service products.

**FINDING**

Food Services is well managed and efficiently operated. The Food Services director has established a flat organization structure with clear lines of authority. The director has clearly defined responsibilities, goals, and objectives in a way that fosters a cooperative working environment and a sense of pride among the staff.

Food Services has developed policies and procedures that give step-by-step instructions detailing how policies are carried out in practice, and all Food Service staff and management undergo extensive training in these policies and procedures. **Exhibit 10-8** outlines the department's training initiatives.

**Exhibit 10-8**  
**Food Service Training Initiatives**

<b>Training</b>	<b>Audience</b>	<b>Training Objective</b>
Nutrient Standard Menu Planning Training	Cafeteria Managers	To understand the basis for Nutrient Standard Menu Planning (NSMP) and how to implement the program in their school



		cafeterias.
Customer Service Training	Cafeteria Managers	To understand the four steps to quality customer service and how to implement them in the school cafeteria setting.
Manager Trainee Training	Manager Trainees	<p>To understand the personnel policies and the responsibilities of the employees.</p> <p>To effectively communicate.</p> <p>To understand how to use the cash registers.</p> <p>To explain the menu, menu planning, and serving.</p> <p>To complete the required reports, deposits and accident reports.</p> <p>To review student lunch applications; to understand the duties of each staff position.</p> <p>To forecast for various menu items and how to order.</p> <p>To conduct a physical inventory.</p>

*Source: CCISD Food Services*

Food Services also has been successful at containing costs and preventing waste. The office's management has planned and developed a high-productivity central kitchen that makes good use of space, layout, and equipment. By preparing food for all district elementary schools in this central kitchen, CCISD increases employee productivity, reduces labor shortages, and reduces food cost, while ensuring better controls and greater standardization.

The review team also found that the office uses ingredient costing to determine whether products should be continued. This results in substantially lower food costs. The office also uses portion control, giving a definite quantity of food for definite prices. CCISD Food Services management tries to control waste by forecasting meals to be served, reducing holding time, proportioning when possible, and closely supervising food preparation. Finally, CCISD warehouse staff carefully check in orders and quickly store them at the proper temperature to avoid waste.

## **COMMENDATION**

**The organizational structure, policies, procedures, and training of the Food Services Office increases employee efficiency and productivity and controls costs.**

# Revenues

## FINDING

While the Office of Food Services is effective at cost containment, it has not been as successful in generating revenue. Student meal prices in the district have not increased since 1983, and this has contributed to an annual deficit for the last four years (**Exhibit 10-9**).

**Exhibit 10-9**  
**Food Service Deficit Analysis**

School Year	Deficit
1993-1994	(\$420,701)
1994-1995	(\$315,365)
1995-1996	(\$357,288)
1996-1997	estimated (\$350,000)

*Source: CCISD Profit (Loss) from Operations Report*

Despite the deficits, meal prices have remained virtually the same since 1981 (**Exhibit 10-10**).

**Exhibit 10-10**  
**Meal Prices**

Meal Type	1981	1983	1996
Elementary paid	\$0.65	\$0.55	\$0.65
Elementary reduced	\$0.40	\$0.30	\$0.30
Secondary paid	\$0.75	\$0.65	\$0.65
Secondary reduced	\$0.40	\$0.30	\$0.30
Adults	\$1.40	\$1.40	\$1.40

*Source: CCISD Food Services Director*

Food Services charges 65 cents for elementary and secondary school lunch and \$1.40 for adult lunches.

Compared to its peer school districts, CCISD's school lunch and breakfast meal prices are bargains. CCISD is lower by 15 cents for student elementary meals and 25 cents for student secondary meals than the next lowest of the peer districts, Fort Worth ISD (**Exhibit 10-11**).

**Exhibit 10-11**  
**Meal Price Comparison Analysis**

<b>Comparison</b>	<b>Student Elementary</b>	<b>Student Secondary</b>	<b>Student Reduced</b>	<b>Adult Lunch</b>
CCISD	\$0.65	\$0.65	\$0.30	\$1.40
Fort Worth ISD	\$0.80	\$0.90	\$0.40	\$2.00
Alice ISD	\$0.85	\$1.00	\$0.60	\$1.50
McAllen ISD	\$0.90	\$1.00	\$0.35	\$1.90
Laredo ISD	\$1.00	\$1.00	\$0.40	\$1.75
Average	\$1.02	\$1.13	\$0.47	\$1.79
Beeville ISD	\$1.05	\$1.10	\$0.60	\$1.75
Kingsville ISD	\$1.15	\$1.25	\$0.60	\$1.75
Port Aransas ISD	\$1.15	\$1.25	\$0.75	\$2.00
Houston ISD	\$1.25	\$1.35	\$0.40	
Northside ISD	\$1.25	\$1.50	\$0.40	\$2.25
Pasadena ISD	\$1.25	\$1.45	\$0.40	\$1.60

*Source: CCISD Food Service Director*

The student-reduced price is in line, but still is ten cents lower than Fort Worth. Adult prices are a minimum of ten cents lower and perhaps 60 cents lower than they should be.

Since our initial review of meal prices, CCISD has approved an increase in elementary meal prices from 65 to 95 cents, secondary meal prices from 65 cents to \$1.00, and adult prices from \$1.40 to \$1.75. The district expects to generate an additional \$435,000 annually as a result.

**Recommendation 83:**

**Annually assess meal prices and adjust based on costs.**

While the board's recent decision to increase prices will generate additional revenue, the district should continue to assess its need to adjust prices on a regular basis.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Food Services annually assesses whether meal prices are keeping pace with expenditures.	Annually
2. The director of Food Services collects meal prices for peer school districts and compares to CCISD prices.	Annually
3. The director of Food Services determines whether a change in pricing warranted based on current costs and revenue. A presentation is prepared and presented to the board for approval.	Annually
4. The director of Food Services notifies parents and students of the new meal prices for the coming year.	July of each year
5. The director of Food Services makes necessary changes in the point-of-sale equipment, registers, and procedures.	July of each year

**FISCAL IMPACT**

Annually assessing meal prices will have a fiscal impact, but it is impossible to estimate the impact at this time.

**FINDING**

CCISD has an overall meal participation rate of 68 percent, which is excellent. However, the review team found opportunities to improve participation rates at specific schools. While CCISD is pursuing many participation initiatives, its management does not use useful mechanisms such as a family application process, routine renotification of students who qualify for free or reduced-price meals, and surveys of students and parents regarding their likes and dislikes. **Exhibit 10-12** illustrates which participation initiatives the district is and is not using.

**Exhibit 10-12  
Participation Initiatives**

<b>Initiative</b>	<b>Description</b>	<b>Used by the District</b>
Direct Certification	Use direct certification of AFDC families to	<b>Yes</b>

	qualify students for free meals.	
Family Application	Use family applications to approve all family school-age siblings in the family who will qualify for free or reduced-price meals.	<b>No</b>
Renotification	Renotify students that they qualify for free or reduced-price meals.	<b>Implementing in 1997-98</b>
Survey	Survey students, teachers, and parents to identify reasons for low participation.	<b>No</b>
Participation Tracking	Track participation by school and district.	<b>Yes</b>
Marketing & Promotions	Market, promote and advertise programs to parents, teachers, and students.	<b>Yes</b> <ul style="list-style-type: none"> <li>• Friendliest Cafeteria Worker Contest</li> <li>• Team Nutrition School</li> <li>• Texas School Lunch Week</li> <li>• Fix-A-Day for Better Health</li> <li>• Texas School Breakfast Week</li> <li>• The Lunch Bell Magazine articles</li> </ul>
Free Meals	Provide universal free meals if 90% of the students qualify for free and reduced-price meals.	Not applicable
Food Service Publications		<b>Yes</b> <ul style="list-style-type: none"> <li>• "School Food Service Facts" given to touring university students.</li> <li>• Free &amp; Reduced Application</li> </ul>

		Letter to all parents.
Student Advisory Committee	Meet with a select group of student leaders to solicit suggestions, problem areas and to disseminate information.	<b>Yes</b> CCISD formed the Food Advisory Team in 1973 to pinpoint problems, conduct taste tests and solicit observations and suggestions. Members include students, principals, and cafeteria managers from the five high schools.
Campus Administration Communication	Meet with principals to communicate new procedures, old procedures, and concerns.	<b>Yes</b> CCISD's Food Service manager meets annually with principals to discuss new and old procedures and to solicit suggestions. Food Service coordinators are in each school every two weeks.

*Source: CCISD Food Services*

**Recommendation 84:**

Design and implement participation initiatives to increase meal participation at schools with low participation rates.

The Office of Food Services should develop a family application packet for the approval of all family siblings eligible for free or reduced-price meals; a renotification process for these students; a means of identifying reasons for low participation; and a monthly participation report.

The office should review participation rates to identify schools that are performing below district averages. The office then should offer assistance to these schools, through these newly developed programs, to increase participation rates and generate additional revenue for the district.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Food Services develops a family application packet to approve all family school-age siblings in the family who will qualify for free and reduced-price meals.	January 1998
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2. The director of Food Services develops a process to renotify students that they qualify for free or reduced-price meals.	February 1998
3. The director of Food Services designs a survey instrument and schedule to survey students, teachers, and parents to identify reasons for low participation.	March 1998
4. The director of Food Services develops a monthly participation report to identify participation rates for each meal for each school.	April 1998
5. The director of Food Services develops programs to increase participation at low-participating schools.	June 1998
6. The director of Food Services charges coordinators and cafeteria managers with increasing participation at their schools.	August 1998
7. The director of Food Services monitors progress and monthly participation rates to ensure improvement.	Ongoing

### **FISCAL IMPACT**

CCISD could generate an estimated \$338,560 in additional revenue annually by increasing its lunch participation rates. The review team estimates the recommended efforts would raise participation at Ray and Miller High Schools to 50 percent; to 60 percent at nine of the 12 middle schools falling below that rate; and to 70 percent at 11 elementary schools now below that level.

The review team's estimate assumes that 45 percent of the additional revenue generated would be needed to cover the cost of food and 10 percent to cover additional labor costs. This recommendation also assumes that some participation initiatives would not become effective until later in 1997-98. The review team suggests that participation initiatives be phased in to realize their maximum in the third year. Year one assumes achieving 50 percent of the goals; year two, 75 percent; and year three, 100 percent.

With the increase in meal participation, the district also should receive additional compensatory education funding of approximately \$222,600 annually. This calculation

is based on the district's basic allotment of \$2,573 or \$514 (\$2,573 times 0.2) per student and an increase of 433 students in the free and reduced-priced programs. Since funding is based on the previous year's participation, there will be a one year delay in the receipt of these funds.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>



Serve more meals by increasing participation.	\$76,170	\$114,260	\$152,350	\$152,350	\$152,350
Additional compensatory education funding.	--	\$111,300	\$166,950	\$222,600	\$222,600
<b>Total</b>	<b>\$76,170</b>	<b>\$225,560</b>	<b>\$319,300</b>	<b>\$374,950</b>	<b>\$374,950</b>

# Automation and Reporting

## FINDING

Food Services is implementing an automation project, Student Nutrition Accountability Program (SNAP), but due in part to limited resources assigned to the project, this implementation is behind schedule. **Exhibit 10-13** depicts the point-of-sale system being implemented.

**Exhibit 10-13  
Technology Use Assessment**

<b>Food Service Function</b>	<b>Technology Needs</b>	<b>District Use of Technology</b>
Administration	<ul style="list-style-type: none"> <li>• Inventory</li> <li>• Purchasing</li> <li>• Production</li> </ul>	<ul style="list-style-type: none"> <li>• Functions not fully implemented.</li> </ul>
Cafeterias	<ul style="list-style-type: none"> <li>• Point-of-sale</li> <li>• Inventory</li> <li>• Production</li> </ul>	<ul style="list-style-type: none"> <li>• Point-of-sale and free and reduced-price meal count implemented at all five high schools, one middle school, and one elementary school; others still lack these features.</li> <li>• Inventory and production purchased two years ago and implemented in May. New system is running concurrently with the manual system.</li> </ul>
Management	<ul style="list-style-type: none"> <li>• Financial reporting</li> <li>• Cost control/containment</li> <li>• Revenue/participation improvement</li> </ul>	<ul style="list-style-type: none"> <li>• SNAP not used to produce financial, cost control, and revenue/participation reporting to date.</li> </ul>
Technology Support Staff	<ul style="list-style-type: none"> <li>• Hardware</li> <li>• Software</li> <li>• Network</li> </ul>	<ul style="list-style-type: none"> <li>• CCISD Data Processing handles any hardware issues, but no one is trained in or supports the Food Service technology</li> </ul>

	<ul style="list-style-type: none"> <li>• Training</li> </ul>	software within either Food Services or MIS.
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*Source: CCISD Food Services and CCISD Data Processing*

The delay in implementation can be attributed to several factors. First, the Office of Food Services lacks a detailed action plan or scheduled due dates for its automation project. Furthermore, no one in the office has the skills or has been trained to successfully accomplish implementation, and no one has been assigned responsibility for planning, managing, and implementing the automation project. Finally, SNAP could save the district a significant amount of work time when fully implemented, however, Food Services has not determined what functions the project's implementation will improve.

Identifying savings and efficiencies that could be achieved with SNAP could justify the dedication of additional district resources or the expenditure of funds for external resources to fully implement SNAP on a more aggressive timeline.

**Recommendation 85:**

Conduct a cost benefit analysis and, if justified, contract with an outside vendor to plan, manage, and implement the software by the end of the 1997-98 school year.

If the cost of contracting for assistance can be repaid through savings and efficiencies within one to two years, a contract should be extended.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of the Office of Food Services conducts a cost benefit analysis and issues an RFP to determine the cost of external services to fully implement SNAP.	November 1997
2. The director of the Office of Food Services reviews proposals and compares the potential savings to the cost and determines whether the expenditure is justified.	January 1998
3. The director of Food Services oversees activities to ensure on-time implementation	Ongoing

**FISCAL IMPACT**

While the actual cost of contract services is unknown, it is assumed that no additional expenditures will be made unless the benefits derived will offset the cost. Therefore, no costs or savings are recognized.

**FINDING**

CCISD should employ more management tools to collect and analyze information in order to better understand the financial status of Food Services and to better identify problems and trends.

CCISD lacks the kind of financial reporting that would enable it to effectively assess or to manage the financial aspects of its food service operations especially at the individual campus level.

**Exhibit 10-14** discusses several useful financial reporting tools and assesses the extent to which CCISD uses them.

**Exhibit 10-14  
Financial/Management Reporting Assessment**

<b>Report/ Description</b>	<b>Use</b>	<b>Preferred Frequency</b>	<b>Used by the District</b>
<p><b>Budget:</b> Shows a plan for financial management by account.</p>	<ul style="list-style-type: none"> <li>a. To make informed decisions regarding the financial forecast for the upcoming year by using historical, economic and demographic data, projected enrollment, menu changes and changes in operational procedures.</li> <li>b. To forecast the financial outcome for the coming year.</li> <li>c. To set performance standards.</li> <li>d. To provide a basis for comparison.</li> <li>e. To help determine if expenditures can be</li> </ul>	<p>Annual</p>	<p><b>Yes, parts</b></p>

	justified and made.		
<b>Costing Food &amp; Service:</b>	a. To enable informed decision-making regarding purchases and continuance of products and services.	Daily	<b>Yes</b>
<b>Revenue Received from Lunch and Breakfast:</b>	a. To identify the major sources of revenue such as free, reduced-price, paid, canteen, or other.	Daily	<b>Yes</b>
<b>Food Services Calendar:</b>	a. To communicate the planned events for the year with administrators and staff.	Annual	<b>Yes</b>
<b>Balance Sheet:</b> Shows the financial condition of the food activity fund at a given point in time.	<ul style="list-style-type: none"> <li>To compare current balances with balances at the end of the month of the prior year.</li> </ul>	Monthly	<b>No</b>
<b>Profit &amp; Loss Statement:</b> Shows financial results at the end of the month for the preceding month.	<ul style="list-style-type: none"> <li>To identify unusual increases or decreases in participation or expenses.</li> <li>To identify schools making a profit or experiencing a loss.</li> <li>To pinpoint where problems exist.</li> </ul>	Weekly or Monthly	<b>No, individual schools</b> <b>Yes, district</b>
<b>Statement of Changes:</b> Shows changes in working capital from	<ul style="list-style-type: none"> <li>To monitor the net increase in working capital requirements for the food service</li> </ul>	Annually	<b>No</b>

one year to the next.	operation.		
<p><b>Key Percentages:</b></p> <p>Trends expenditures and revenues over time.</p> <ul style="list-style-type: none"> <li>• Food cost %</li> <li>• Labor cost %</li> <li>• Other cost %</li> <li>• Break-even point</li> <li>• Inventory turnover</li> <li>• Inventory valuation</li> <li>• Participation rates</li> <li>• Average cost per lunch excluding commodities</li> <li>• Average daily labor cost</li> <li>• Average hourly labor cost</li> <li>• Labor cost per lunch</li> </ul>	* To track and control expenditures and processing efficiency over time.	Monthly	<p><b>No, individual schools</b></p> <p><b>Yes, district</b></p>

*Source: Neal & Gibson*

The district also could improve its performance assessments. **Exhibit 10-15** includes examples of performance assessment tools and an assessment of the extent to which CCISD uses these tools.

**Exhibit 10-15**  
**Food Service Performance Evaluation Assessment**

Performance Evaluation	Preferred Frequency	Used by the District
<b>Cafeteria Evaluation:</b>	Every 2 weeks	Yes

<p>Review and rate each cafeteria on housekeeping, sanitation, administration, employees, food, and time and motion.</p>		
<p><b>Employee Evaluation:</b></p> <p>Review and rate performance of each food service employee with regard to their contribution to the mission and objectives.</p>	Annual	Yes
<p><b>Incident Reporting and Analysis:</b></p> <p>Collect and analyze problems occurring on a daily basis within the total food service operation (food quality, delivery problems, hot shots, lack of food, labor shortages, etc.). Provide justification to make changes in procedures when needed.</p>	Daily	No
<p><b>Mystery Guests:</b></p> <p>Ask various people to eat at the different cafeterias from time to time to rate the quality of food, service and sanitation.</p>	Monthly	No
<p><b>Goals and Objectives:</b></p> <p>Set specific goals and objectives from the board's perspective and the Food Service operation's view.</p> <p>Measure and report progress toward meeting the goals and objectives.</p>	Annual	No, management for this review prepared the goals included in this report. No board goals were stated or expressed relating to food services.
<p><b>Patronage Surveys:</b></p> <p>Obtain information from a few respondents in order to describe the characteristics of others, using the surveys to identify strengths and weaknesses in the current food service operation.</p>	Annual	No

<p><b>Cafeteria Manager Input:</b></p> <p>Obtain specific input from the cafeteria manager relating to student food likes/dislikes, production problems, inventory problems, etc.</p>	Daily	Yes
<p><b>Production Input:</b></p> <p>Obtain specific input from central kitchen and cafeteria managers regarding preparation difficulties, ingredient quality problems, etc.</p>	Daily	Yes

*Source: Neal & Gibson*

A thorough reporting system is critical to manage within the tight margins of food service operations. Food Services managers lack the necessary financial reporting tools to determine how many meals a school must serve each day and how many dollars the school must take in to break even with expenses; which schools are managing and increasing participation;

which schools are not managing their expenditures closely; best practices and problem areas in individual schools; and whether prices are adequate to support the food service operation.

The director of Food Services has identified the lack of these reports as a major problem area and subsequently has hired a part-time accountant to ensure that such reporting is developed.

**Recommendation 86:**

Use management reporting tools to better manage the Food Services Office's financial status and better understand trends that may impact the operation's productivity and profit.

The director of Food Services should assign the office's accountant responsibility for developing the above listed reports and trend analysis before the beginning of the next school year. *The School Food Service Management Book* by Dorothy VanEgmond Pannell provides samples of all the reports listed above.

**IMPLEMENTATION STRATEGIES AND TIMELINE**



1. The director of Food Services sets goals and clearly articulates and quantifies objectives for the food service operation.	November 1997
2. The director of Food Services purchases a software package to track, monitor, and control food service performance.	December 1997
3. The director of Food Services communicates goals and objectives to all staff and builds them into their performance evaluations.	January 1998
4. The director of Food Services adds the responsibility of generating financial and operating performance reports to the department's part-time accountant.	January 1998
5. The part-time accountant for Food Services generates financial and operating performance reports on a monthly basis for the director of Food Services.	Ongoing

### **FISCAL IMPACT**

The director of Food Services should be able to purchase a software package providing enhanced management tools for an estimated \$4,000.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Use more management reporting tools to evaluate performance of the food service operation.	(\$4,000)	\$0	\$0	\$0	\$0

# Facilities

## FINDING

A preventive maintenance program attempts to anticipate wear, tear, and change and make continuous corrective actions to ensure an organization's peak efficiency and to minimize the deterioration of supplies and equipment. It involves a planned program of systematic inspection, adjustment, lubrication, and replacement of components, as well as performance testing and analysis.

The Food Services Office does not have an effective preventative maintenance program for its machinery and equipment; instead, one maintenance person reacts to the office's daily needs.

### Recommendation 87:

Implement a planned and controlled preventive maintenance program for all Food Services machinery and equipment, to systematically inspect, adjust, lubricate, replace components and test and analyze performance.

The benefits of such a program should include reduced downtime for critical systems and equipment, extended life for facilities and equipment, improved equipment reliability, and an improved overall appearance in the facilities, but will require the hiring of a part-time employee for four hours per day.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Food Services hires a part-time maintenance person.	November 1997
2. The maintenance person, under the direction of the director of Food Services, develops preventive maintenance instructions for each major piece of equipment within the district, cafeterias, and central kitchen/warehouse.	February 1998
3. The maintenance person maintains a historical equipment master file containing identifying data for each major piece of equipment, desired operating characteristics, date of last preventive maintenance, any malfunctions discovered, corrective actions taken, and parts replacement.	March 1998 and ongoing
4. The director of Food Services establishes a program to evaluate the results of this program by analyzing equipment failure reports, number of preventive work orders performed in comparison to the	April 1998

overall, and hours spent on preventive versus normal maintenance.	
5. The maintenance person develops a preventive maintenance schedule, including a master schedule, weekly schedules, and progress report.	May 1998
6. The director of Food Service assigns responsibility for the preventive maintenance program.	May 1998
7. The director of Food Service begins the preventive maintenance program.	June 1998

### **FISCAL IMPACT**

The fiscal impact assumes \$11.70 an hour for four hours a day, 180 days a year, plus six percent in benefits, coming to \$8,929 a year.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Hire a part-time maintenance person	(\$6,697)	(\$8,929)	(\$8,929)	(\$8,929)	(\$8,929)

# Chapter 11

## Transportation

This chapter discusses CCISD's Transportation Department. The chapter is organized into four sections:

Organization and Supervision  
Management Policies  
Routing and Scheduling  
Fleet Maintenance

Despite its limited resources, the Transportation Department provides efficient and quality transportation for CCISD students. The efficiency and quality of its services could be improved, however, by increasing supervision of drivers and mechanics, more closely tracking performance indicators and maintenance schedules, regularly reviewing the route structure to minimize miles traveled, and assigning appropriate and adequate staff to support the department.

### **BACKGROUND**

The Texas Education Code authorizes each Texas school district to provide transportation to and from school and for extracurricular activities for students in the general population. The Federal Individuals with Disabilities Education Act requires districts to provide transportation to students with disabilities.

Texas school districts are eligible for a transportation funding allotment from the state for transporting regular and special education students to and from school and vocational students to and from remote classrooms. Regular students include those attending neighborhood schools, magnet schools, and other schools as part of a desegregation program. Eligibility rules for state transportation funding are set by the Texas Education Agency (TEA). Transportation expenses exceeding the state allotment and extracurricular transportation costs are paid with local funds.

The regular education transportation allotment is limited to students living two or more miles from school or who face hazardous walking conditions on the way to school. CCISD defines these hazardous conditions as the need to cross a four-lane or larger roadway without a traffic signal or crossing guard. Regular education students living within two miles of their school must arrange their own transportation.

Local districts are reimbursed for transportation expenses via a funding formula based on linear density--the ratio of the average number of regular

education students transported daily to the daily number of miles traveled. Beginning in 1995-96, magnet school students were excluded from the linear density formula. Using this formula, TEA assigns each school district to one of seven groups and allocates a certain number of dollars per mile to each group. During 1995-96, CCISD received a reimbursement of 97 cents a mile for regular education transportation, compared to its actual cost of \$1.69 a mile.

All transportation for special education, except certain field trips, is eligible for state reimbursement. However, the state's funding for special education transportation is limited to a maximum rate of \$1.08 per mile. This reimbursement compares to CCISD's actual cost of \$2.18 per mile in 1995-96.

Each school district is responsible for the capital cost of purchasing school buses. Districts may purchase school buses through the General Services Commission (GSC) under a state contract. Districts also may use a lease-purchase method to obtain buses.

This report compares CCISD's transportation operating statistics and costs to a peer group of Texas school districts chosen by the review team, in consultation with the district's director for Transportation, for their similarities to CCISD in number of students, geographic size, linear density, climate, and urban environment. The peer district costs are presented in **Exhibit 11-1**.

**Exhibit 11-1**  
**CCISD and Peer ISD Cost Statistics**  
**1995-96**

<b>Peer District</b>	<b>Regular Education Cost/Mile</b>	<b>Special Education Cost/Mile</b>	<b>Regular Education Cost/Rider</b>	<b>Special Education Cost/Rider</b>
Alvin	\$2.12	\$0.87	\$2.11	\$7.51
Beaumont	\$2.36	\$1.22	\$2.78	\$8.08
Brownsville	\$1.46	\$1.92	\$1.13	\$15.06
Bryan	\$1.63	\$1.98	\$2.07	\$10.27
Cypress-Fairbanks	\$2.12	\$2.56	\$1.44	\$16.99
North East	\$2.17	\$1.88	\$1.89	\$12.40
Pasadena	\$3.42	\$3.52	\$3.92	\$19.93

<b>Peer Average</b>	<b>\$2.18</b>	<b>\$1.99</b>	<b>\$2.19</b>	<b>\$12.89</b>
<b>Corpus Christi</b>	\$1.69	\$2.18	\$2.72	\$13.57

*Source: TEA School Transportation Operation Report, 1995-96.*

**Exhibit 11-2** includes 1995-96 operation and performance data for regular transportation, which includes cocurricular and extracurricular transportation, and special education. Cocurricular transportation is student transportation to activities considered a part of the required curriculum. For example, all CCISD students are required to take swimming lessons at the natatorium between the third and fifth grades. Transportation to and from the natatorium is considered cocurricular transportation. Most cocurricular transportation takes place during the school day and is scheduled as a part of regular driver assignments. Extracurricular transportation is transportation for after-school and weekend events and consists largely of transportation to and from athletic events.

**Exhibit 11-2  
CCISD Operations and Performance Data  
for Regular and Special Education Routes  
1995-96**

	<b>Regular Education</b>	<b>Special Education</b>
<b>Operations Data</b>		
Daily Student Riders <sup>1</sup>	6,283	909
Miles <sup>2</sup>	1,816,651	1,019,459
Operations Costs	\$3,074,875	\$2,219,922
<b>Performance Data</b>		
Annual cost per daily student rider	\$489	\$2,442
<b>Cost per mile</b>	<b>\$1.69</b>	<b>\$2.18</b>

*Source: <sup>1</sup>TEA School Transportation Route Services Report, 1995-96.*

*<sup>2</sup>TEA School Transportation Operation Report 1995-96.*

TEA's Transportation Reports provide a five-year history for CCISD's transportation service. Since the 1991-92 school year, CCISD's total miles

of transportation have risen by 34 percent, while its transportation costs have increased 31 percent (**Exhibit 11-3**).

**Exhibit 11-3**  
**CCISD Regular and Special Education Transportation Operation**  
**Costs**  
**1991-92 through 1995-96**

<b>Item</b>	<b>1991-92</b>	<b>1992-93</b>	<b>1993-94</b>	<b>1994-95</b>	<b>1995-96</b>	<b>Percent Increase</b>
<b>Operation Costs</b>						
Regular Education	\$1,855,705	\$1,945,172	\$2,027,565	\$2,551,039	\$3,074,875	66%
Special Education	\$2,182,956	\$2,410,496	\$2,387,206	\$2,573,939	\$2,219,922	2%
Total	\$4,038,661	\$4,355,668	\$4,414,771	\$5,124,978	\$5,294,797	31%
<b>Annual Miles</b>						
Regular Education	1,117,128	1,115,095	1,195,548	1,381,613	1,816,651	63%
Special Education	1,000,414	1,088,311	1,066,761	1,094,174	1,019,459	2%
Total	2,117,542	2,203,406	2,262,309	2,475,787	2,836,110	34%
<b>Cost per Mile</b>						
Regular Education	\$1.66	\$1.74	\$1.70	\$1.85	\$1.69	2%
Special Education	\$2.18	\$2.21	\$2.24	\$2.35	\$2.18	0%

*Source: TEA School Transportation Operation Reports, 1991-96.*

**Exhibit 11-4** details CCISD transportation costs over five years by object of expenditure.

**Exhibit 11-4**  
**CCISD Transportation Costs by Type of Expenditure**  
**1991-92 through 1995-96**

Object	1991-92	1992-93	1993-94	1994-95	1995-96	Percent Increase
Salaries and Benefits	\$1,236,751	\$1,409,071	\$1,525,142	\$1,866,853	\$2,083,516	68%
Purchased/Contracted Service	\$2,101,031	\$2,367,850	\$2,359,282	\$2,548,966	\$2,259,956	8%
Supplies and Materials	\$190,289	\$228,972	\$226,119	\$236,687	\$392,267	106%
Other Expenses	\$510,590	\$349,775	\$304,228	\$472,472	\$559,058	9%
<b>Total Costs</b>	<b>\$4,038,661</b>	<b>\$4,355,668</b>	<b>\$4,414,771</b>	<b>\$5,124,978</b>	<b>\$5,294,797</b>	<b>38%</b>

*Source: TEA School Transportation Reports, 1991-96.*

The increase in transportation costs over five years appears to be due largely to a 68 percent increase in regular education personnel costs. Salaries and benefits represented 31 percent of all transportation costs in 1991-92 and 39 percent in 1995-96. (Although the cost of supplies and materials rose by 106 percent over the five-year period, this line item represented less than 8 percent of total costs in 1995-96.)

From 1991-92 through 1995-96, Durham Transportation provided all special education transportation services under a contract with CCISD. In spring 1996, CCISD requested proposals from operators to provide special education transportation for the next five years. CCISD's Transportation Department competed for and won the special education transportation contract with a lower cost proposal than Durham and other private providers.

CCISD provides an enormous amount of cocurricular and extracurricular transportation; over 50 percent of the total service miles in 1995-96, while peer school districts averaged 16 percent. CCISD's extracurricular and cocurricular transportation more than tripled over the four-year period from 1992-93 to 1995-1996 (**Exhibit 11-5**). The Transportation Department charges the schools \$1.85 per mile, the average cost of service as defined by TEA for 1994-95, for extracurricular and cocurricular transportation. "Deadhead mileage" is the distance from the CCISD garage to the beginning of each route.



**Exhibit 11-5**  
**CCISD Total Miles of Service**  
**Regular Education Transportation**  
**1992-93 through 1995-96**

	<b>1992-93</b>	<b>1993-94</b>	<b>1994-95</b>	<b>1995-96</b>
Route Mileage (Including Deadhead)	884,126	939,051	791,118	898,848
Extra/Cocurricular Mileage	230,969	255,609	590,000	917,000
Other	0	888	495	803
Gross Annual Mileage	1,115,095	1,195,548	1,381,613	1,816,651

*Source: TEA School Transportation Operation Report, 1992-96.*

# Organization and Supervision

## CURRENT SITUATION

The Transportation Department is part of CCISD's Department for Business. Transportation is responsible for providing school bus service and maintaining school buses, the general services fleet, and all small mechanical equipment owned by the district, such as weed-eaters and lawnmowers. The general service fleet includes food service and pickup trucks; almost all general services trucks are diesel-powered. The Transportation Department operates from the Cabaniss Shop in west Corpus Christi.

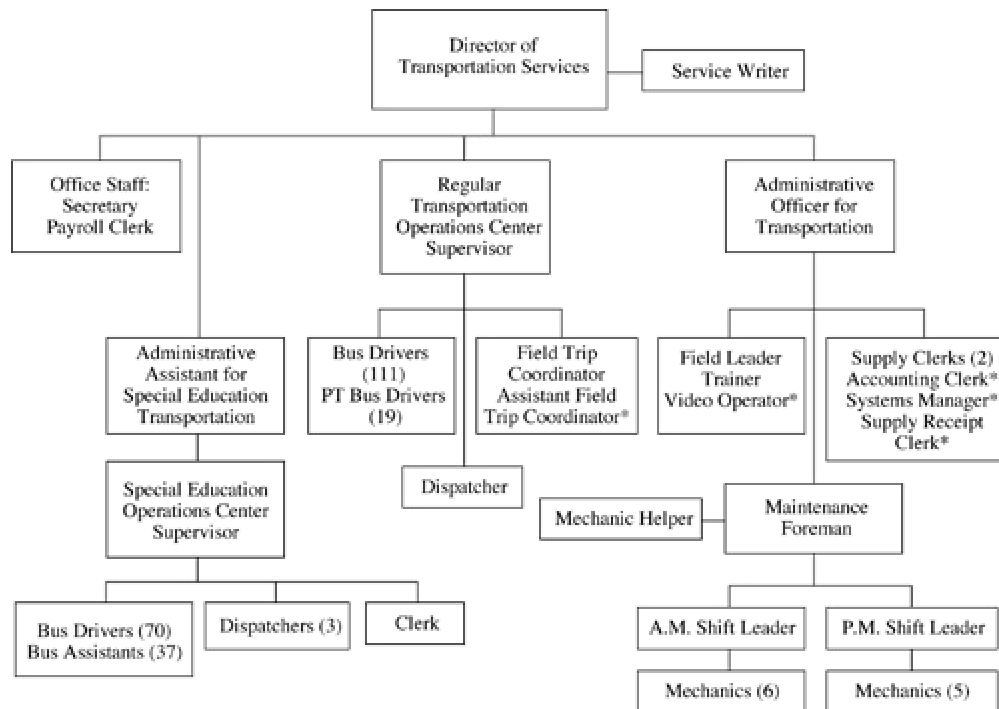
The department is organized into three areas: regular transportation operations, special education operations, and support services. The organization underwent two significant changes in the past year: the change from contract to in-house operation of special education transportation and the addition of an administrative officer in the department.

In August 1996, CCISD assumed responsibility for all special education transportation services. When the service was returned to CCISD, special education transportation was set up as a separate enterprise fund in order to track its performance. Where possible, the department has avoided overlapping staff assignments between regular and special education transportation, to facilitate the tracking of special education costs.

In November 1996, an administrative officer for Transportation was hired to support the department director. The position was recommended by KPMG Peat Marwick in a Spring 1996 audit conducted for the Transportation Department. **Exhibit 11-6** shows the organization of Transportation Department staff in April 1997, with the number of employees in each category listed in parentheses.

A number of drivers perform other duties and drive a bus only when needed. These drivers are placed in the exhibit according to their primary duties and are designated with an asterisk to note that they drive a bus when necessary. They are not included in the number of drivers listed on the exhibit.

**Exhibit 11-6**  
**CCISD Transportation Department**  
**April 1997**



*\* Indicates positions that also have driving responsibilities*

*Source: CCISD Transportation Department*

The district employs four categories of bus drivers: full-time regular education bus drivers, part-time regular education bus drivers, full-time special education bus drivers, and full-time substitute drivers. All full-time bus drivers are guaranteed a minimum of 20 hours per week, but most average 30 to 32 hours per week. Part-time drivers are not guaranteed a minimum number of hours per week. Most part-time drivers are not available during regular school hours to run or substitute on regular routes; part-time drivers are used predominantly for weekend field trips. Substitute drivers are full-time drivers who are not assigned a regular route but fill in for absent drivers. The substitute drivers perform other duties or general office work if they are not needed to drive. Substitute drivers may drive either regular or special education routes.

The Transportation Department provides transportation for summer school and for the City of Corpus Christi Parks and Recreation programs. Summer transportation services are about one fourth the level of school year services. Drivers for regular education transportation are chosen by seniority to work in the summer. Drivers for special education transportation are chosen by task or skill level required for work in the summer.

## **FINDING**

The review team found that CCISD bus drivers are proud of their work and dedicated to their mission of providing safe and dependable transportation. Drivers refer to the students as "my kids" and take personal interest in caring for them. This pride and dedication manifests itself in the quality of service provided by the Transportation Department.

## **COMMENDATION**

**The bus drivers in the Transportation Department are dedicated to the mission of their department and to the welfare of the students they transport.**

## **FINDING**

One hundred thirty-five people report to the Regular Transportation Operations Center supervisor and 111 people report to the Special Education Operations Center supervisor. These two supervisors handle all personnel, administrative, and disciplinary issues with staff and provide field supervision as needed. In addition, the Regular Transportation Operations Center supervisor acts as second-shift dispatcher and drives a bus when needed.

Due to the small number of supervisors, drivers said that they feel they have no one to turn to with problems, issues, or suggestions. Drivers with problems, issues, or suggestions may submit written queries to either supervisor and wait for a response, or go to the transportation director or administrative assistant for Special Education Transportation for action.

Until five years ago, the department had lead drivers charged with "writing up" drivers for rules violations and acting as intermediate supervisors. Lead drivers also were given the first chance at summer driving work. The department director eliminated the lead driver positions to correct a perceived problem of favoritism the system had created. However, drivers said the elimination of lead driver positions suggests that their job experience is not valued by the district. The job category of driver III, which remains, covered the lead driver position and provides slightly higher pay than for full-time drivers.

### **Recommendation 88:**

Create six lead driver positions in Regular Education Transportation and four lead drivers in Special Education Transportation, about one for every 25 drivers.

The lead drivers should function as substitute drivers so they have time to perform lead driver duties. Lead drivers should be guaranteed 40 hours a

week, so that their role does not entail reduced pay. Lead drivers should be hired from the existing driver pool to ensure that candidates have experience as drivers and with department management, policies, and rules.

Each lead driver should be responsible for answering questions, listening to driver complaints, and acting as a liaison to management. While a lead driver should report unresolved discipline issues to operations center supervisors, the supervisors or director should handle discipline. When not driving, lead drivers should be available to ride with drivers who report problems on their routes or to address problems or issues with management.

The director and administrative assistant should not have to spend significant time on minor driver problems. Recourse to management by a driver with a problem should occur only if the problem cannot be resolved by a lead driver or operations center supervisor.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Transportation creates 10 lead driver positions using the existing personnel classification of Driver III.	December 1998
2.	The operations center supervisors interview existing bus drivers for the new positions and fill the positions.	January 1998

**FISCAL IMPACT**

The driver III pay scale is about 32 percent greater than the driver II pay scale. The fiscal impact below is computed using this pay difference for 10 drivers plus the additional hours of pay necessary to bring lead drivers to 40 hours a week from an average of 32.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>
Create lead driver positions in Regular and Special Education Transportation	(\$40,000)	(\$80,000)	(\$80,000)	(\$80,000)	(\$80,000)

**FINDING**

A district audit of inventory management systems conducted in fall 1996 uncovered significant problems in the Transportation Department supply room. The computerized parts tracking system was not being used

properly. Parts were not being logged in or out of the system in a timely manner. As a result, the Transportation Department could not determine what parts or other inventory were available, and vendor bills were not paid promptly. Invoices for some parts vendors were as much as a year overdue.

During this time, the supply room staff reported directly to the maintenance foreman. With the addition of the special education buses to the maintenance workload in August 1996, the maintenance foreman no longer had time to adequately supervise the function. In addition, the foreman had no training in computerized parts tracking systems. And finally, the supply room was understaffed. There was only one supply clerk to cover the supply room activity, pick up parts, and update the accounting system.

To address these problems, the director of Transportation temporarily moved the supply room function under the administrative officer, added a second supply clerk, and hired a "driver with other duties," to enter parts and inventory information into the accounting system. This person is known as the accounting clerk. A second "driver with other duties," a person with computer expertise, was also assigned to the supply room to assist with computer related tasks. This person is known as the systems manager. All four of these staff report to the administrative officer.

**Recommendation 89:**

Designate a supervisor for the supply room reporting to the administrative officer for Transportation.

CCISD should dedicate a staff position to supervise the supply room and to do computer-related duties. The position should report directly to the administrative officer and take full responsibility for the supply room function.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Transportation redefines the systems manager position to include supervision of the supply room.	January 1998
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**FISCAL IMPACT**

Adjusting the systems manager's salary to account for the additional duties of the supply room/systems manager function would require a salary of about \$20,000 a year, increasing CCISD's costs by \$9,500 annually in salary and benefits.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>
Designate a supervisor for the supply room	(\$4,750)	(\$9,500)	(\$9,500)	(\$9,500)	(\$9,500)

## **FINDING**

CCISD's organization places related transportation responsibilities under different supervisors. For instance, the field leader investigates problems and issues in Transportation, yet does not report directly to the Transportation Operations Center supervisors. Instead, the position reports to the administrative officer for Transportation, placing the field leader in a watchdog role over Transportation Operations rather than supporting the responsibilities of the supervisors.

In addition, the service writer who identifies vehicle maintenance problems, should report to the maintenance foreman since the maintenance foremen is responsible for resolving maintenance problems. Field observation and staff interviews indicated that he reports to the director of Transportation instead, causing delays in the resolution of problems.

The review team also learned that the regular education transportation supervisor has established a key tracking system and other management control systems for regular education transportation with the assistance and guidance of the administrative assistant for Special Education Transportation. Yet the review team concluded that this supervisor is too busy handling day-to-day operations to devote adequate time to improve management practices. Moreover, the executive director for Business said the administrative assistant should focus attention on special education transportation to ensure that service is operated by CCISD as well as it was by Durham.

### **Recommendation 90:**

Reorganize the Transportation Department to create a transportation division and a support division.

The Transportation Division should include Regular Education Operations, Special Education Operations, the field leader, trainer, and the video operator. The Support Division should include Maintenance, Supply Room, Management Information Systems, and Vehicle Procurement.

A recommended organization is presented in **Exhibit 11-7**.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

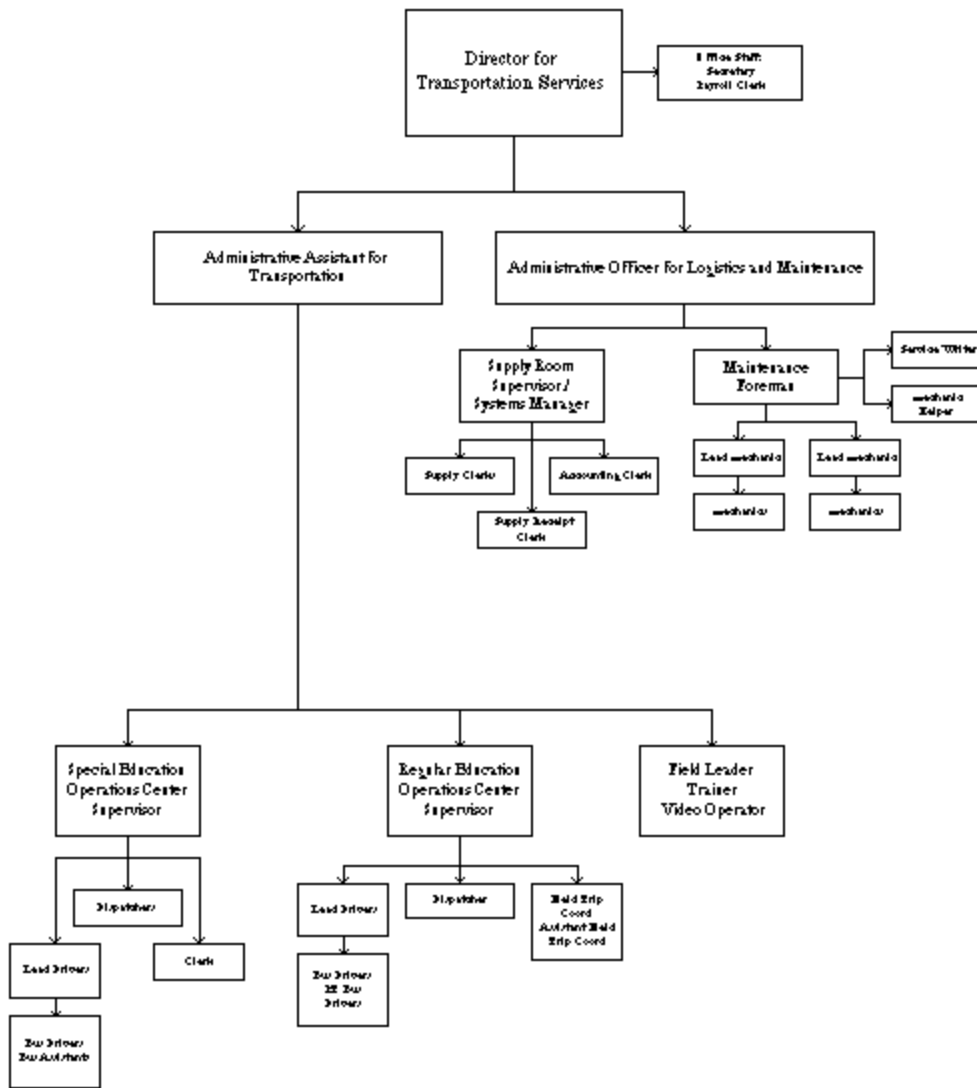
1.	The director of Transportation reassigns the service writer to the maintenance foreman.	October 1997
2.	The director of Transportation implements the rest of the reorganization effective the beginning of 1998-99. The one-year delay allows the administrative assistant for Special Education Transportation one more year to focus solely on the transition of special education transportation to CCISD.	August 1998

**FISCAL IMPACT**

The change in organization could be accomplished within existing resources.

**Exhibit 11-7 Recommended Organization  
CCISD Transportation Department**





Source: Neal & Gibson

# Management Policies

## FINDING

CCISD tracks the cost of special education transportation to compare its costs to those of the former contract with a private company. However, no costs for positions shared by special and regular education transportation are charged to Special Education. These positions include the administrative officer for Transportation, maintenance foreman, shift leaders, field supervisor, trainer, light maintenance worker (a new "driver with other duties position" as of April 1997), and service writer. By not allocating the costs of these shared positions, CCISD will be underestimating the true cost of special education transportation.

### Recommendation 91:

Allocate costs of shared positions between Special and Regular Education Transportation to reflect the true cost of providing each service.

Maintaining the records necessary to calculate the cost of providing regular and special education transportation is necessary to allow accurate comparison of CCISD transportation department costs and contracted service costs and to allow calculation and tracking of performance indicators.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Transportation establishes a cost allocation methodology for shared positions to be used for budgeting and tracking purposes.	October 1997
2.	The director of Finance incorporates the cost allocation into the 1997-98 budget and the monthly actual financial report.	January 1998

## FISCAL IMPACT

The cost allocation methodology could be accomplished within existing resources. The allocation of the costs would not result in a net savings or cost to the department as a whole but would result in different individual costs for Regular and Special Education Transportation.

## FINDING

CCISD's 1996-97 absentee rate for bus drivers averaged about 5 percent per day, or about 10 drivers per day, with more absences on Mondays and

Fridays. If all drivers took their 10 days paid sick leave and two paid personal days during each 180-day work year, the absentee rate would be 6.7 percent. An absentee rate of 5 percent suggests that most drivers take all or most of the paid time offered.

Compared to four peer districts that provided their absentee rates, the Transportation Department's performance seems good. Peer districts reported absentee rates between 5 and 10 percent.

CCISD attempts to keep a pool of 30 substitute drivers on hand to cover absences and out-of-town field trips that overlap with regular school trips. The substitute driver pool includes six drivers with other duties. The Transportation Department prepares for up to 15 out-of-town field trips a day, with most occurring on Thursdays and Fridays.

While 30 substitute drivers generally are enough to cover absences and field trips, heavy driver absences often coincide with heavy field trip days. When the substitute driver pool is insufficient, drivers with other duties, such as the assistant field trip coordinator or the service writer, are called upon to drive. If more drivers are needed even after "drivers with other duties" have been deployed, other department personnel with commercial driver's licenses, such as the dispatcher and the field trip coordinator, are recruited to drive.

Absenteeism costs the department in two ways. First, using "drivers with other duties" to cover absences prevents them from accomplishing necessary duties in their other functions. The findings supporting **Recommendation 9** provide more detail about problems related to the "drivers with other duties." Second, absenteeism can result in overtime costs. In 1996-97, the Transportation Department incurred about \$75,000 in regular education driver overtime and \$19,500 in overtime for special education drivers and assistants.

Other districts have absenteeism reduction programs of varying effectiveness. Fort Worth ISD rewards perfect attendance with a certificate, and uses attendance, along with other performance criteria, to determine who gets to work limited summer routes. Fort Worth considers the program effective but is investigating monetary rewards, such as trading unused sick days for money, to further improve it.

Pasadena ISD began an absenteeism reduction program about four years ago. Pasadena ISD drivers with perfect attendance and no lost time for accidents are eligible for a monthly drawing for a \$50 gift certificate. Drivers with three months of perfect attendance are eligible for a drawing for a \$200 gift certificate, and those with six months perfect attendance within one school year are eligible for a drawing for a \$500 gift certificate.

Pasadena ISD did not provide comparative absenteeism data before and after the program was implemented.

Cypress-Fairbanks ISD began an absenteeism reduction program in 1994-95. Entry-level drivers can receive an increase in base pay of up to 50 cents per hour if no more than two-and-a-half days per semester are missed. Other drivers receive \$200 per semester if no days are missed, with the award amount gradually reduced to zero if more than two-and-a-half days are missed. Cypress-Fairbanks ISD also uses recognition programs for good attendance. The director of the Cypress-Fairbanks ISD Transportation Department said the program has resulted in a 2 percent decrease in absenteeism, from 6.8 percent to 4.8 percent, and considers it very effective.

Most other districts at least have a recognition program for good attendance, with pins or plaques awarded at the end of the year. Programs based on recognition or random drawings, however, appear to be less effective than cash rewards. Transportation Center supervisors and drivers in the focus group said that cash incentives would be effective in reducing absenteeism, and that the dollar amount could be nominal.

**Recommendation 92:**

Implement an incentive program to encourage driver attendance.

The incentive program could consist of recognition only or recognition plus cash awards. While the cash award program could be structured many different ways, it should be structured to change behavior rather than only rewarding current behavior.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Transportation announces the program and budgets for the program for 1998-99.	January 1998
2.	The director of Transportation implements the program.	August 1998

**FISCAL IMPACT**

The fiscal impact below is based on one possible incentive program: a \$100 per semester award for perfect attendance and \$50 for one or two days absence. Assuming that 25 percent of the drivers qualify for an award, reducing absenteeism from 5 to 4 percent, the program would cost \$6,000 annually. Assuming that absenteeism falls from 5 to 4 percent--a

20 percent reduction--overtime costs due to absenteeism would also fall, resulting in a net savings of \$4,425 per year.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>
Implement incentive program to reduce absenteeism	\$0	(\$6,000)	(\$6,000)	(\$6,000)	(\$6,000)
Revenue from reduced overtime	\$0	\$10,425	\$10,425	\$10,425	\$10,425
<b>Net savings</b>	<b>\$0</b>	<b>\$4,425</b>	<b>\$4,425</b>	<b>\$4,425</b>	<b>\$4,425</b>

## **FINDING**

The Transportation Department charges \$1.85 per mile to schools for cocurricular and extracurricular transportation. While drivers generally drive students to a field trip and then wait to return them, the schools are charged only a per-mile cost and are not charged for the salary and benefits of the driver. The \$1.85 per mile charge represents the average cost per mile for all regular education transportation as reported in the *1994-95 TEA School Transportation Operation Report*.

CCISD's 1995-96 cost per mile of \$1.69 will be used during 1997-98 to calculate field trip charges. School Board Resolution 178904, as amended on February 14, 1995, states that the "Office of Transportation Services shall determine costs per mile in accordance with state law plus hourly labor costs. Charges are calculated from the time the bus leaves the Cabaniss Shop to the time the bus returns to the shop." Board policy clearly intends that hourly labor costs be added to the cost per mile charges, but the district is only charging schools the cost per mile for field trips.

Extracurricular transportation is more expensive per mile to operate than regular or cocurricular transportation for three reasons. First, two full-time employees are required to schedule the field trips. For example, about 75 field trips each day were scheduled on Thursday and Friday, March 13 and 14, 1997. The field trip coordinator and assistant field trip coordinator must schedule a driver and bus for each field trip, record the miles incurred for each trip, and provide paperwork to the Accounting Department to bill the schools for each field trip. In addition to her other duties, the regular education transportation dispatcher schedules regular route and cocurricular transportation. The annual salaries and fringe benefits for the field trip coordinator and assistant field trip coordinator combined are approximately \$39,000.

Second, while heavy field trip demand generally occurs only a few days a week or during certain seasons, CCISD must retain a substitute driver pool sufficient to cover such demands. Despite the use of substitute and part-time drivers, overtime to cover field trips is not unusual. Since no overtime is scheduled for regular education routes, overtime in regular education transportation is due to field trips and absenteeism. If no absences occur, field trips typically can be scheduled within 40-hour driver weeks. When drivers are absent, however, other drivers often exceed 40-hour weeks. Since overtime costs caused by field trips and absenteeism are interrelated, the Transportation Department does not keep separate records. For this analysis, the review team assumed that at least half of the overtime costs, or \$29,000 annually, are attributable to field trips.

Third, the Transportation Department owns and maintains 15 buses for field trips, including air-conditioned buses, plus eight buses with interiors partially stripped to carry band instruments.

Extracurricular mileage for August through December 1996 was 111,400 miles, equivalent to about 222,800 miles annually. If the sum of the two additional direct operating costs for field trips (the field trip coordination staff and the overtime) are divided by the annual miles for extracurricular transportation, the additional cost for field trips is 31 cents per mile.

CCISD's 1995-96 regular education transportation cost per mile reported in the *TEA School Transportation Operation Report* of \$1.69, minus costs attributable solely to extracurricular transportation, is \$1.65. Adding the 31 cents per mile for extracurricular transportation costs results in a cost per mile for field trips of \$1.96.

**Recommendation 93:**

Increase extracurricular transportation fees charged to schools to fully reflect the cost of providing this service and offer incentives to schools that schedule field trips on non-demand days of the week and during off-seasons to reduce overtime.

Charge schools \$1.96 a mile plus the average driver wage and variable fringe benefits per hour for driver wait time to fully reflect the cost of providing extracurricular transportation. And, offer a 10cents per mile reduction to schools scheduling field trips during non-demand periods.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Transportation announces a revised fee structure for extracurricular transportation to principals for their use in	January 1998
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	budgeting in the following school year.	
2.	The director of Transportation institutes higher extracurricular transportation fees to more fully recover operations costs.	August 1998

### **FISCAL IMPACT**

Based on an estimated 222,800 field trip miles in 1996-97, the expected increase in revenue to the Transportation Department would be at least \$60,000, assuming the same field trip mileage in future years. The increase in revenue could be higher depending on the amount of wait time billed. This increase in revenue would be offset by increased transportation expenses for field trips. Shifting some field trips to non-demand days could result in overtime savings of 10 percent or \$5,800 annually beginning in 1998-99.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2000-02</b>
Increase extracurricular transportation fees, and institute incentives to reduce the need for overtime.	\$0	\$5,800	\$5,800	\$5,800	\$5,800

### **FINDING**

CCISD appears to provide high-quality transportation service. The executive director for Business says that complaints from parents and principals are rare and that every bus route is run each day. However, the district has no formal performance monitoring system to ensure service quality, effectiveness, and efficiency.

The review team's survey of parents included some questions on the quality of CCISD transportation. While the results were generally positive, a few negative responses indicated a need to objectively monitor quality. Eleven percent of parents said that the school buses are not safe; 7 percent said that buses are not on time; 6 percent said that buses break down often; and 3 percent said that the bus drivers are not dependable.

Durham Transportation had a reputation for the high quality of its special education transportation. CCISD also appears to be providing quality special education transportation service, but with no tracking mechanisms in place, it is impossible to assess whether the district is doing as good a job as Durham. With CCISD's Transportation Department under pressure to deliver the promised cost savings over Durham, it should have

mechanisms in place to ensure that savings are not created by compromising quality.

**Recommendation 94:**

Develop key indicators to measure and monitor performance of regular and special education transportation.

The indicators and goals shown in **Exhibit 11-8** should be established and monitored monthly for regular and special education transportation. Each semester, the Transportation Department should examine these indicators and use the results to evaluate management practices. The information should be shared with department personnel and school principals.

**Exhibit 11-8  
Recommended Performance Indicators For CCISD Transportation  
Department**

<b>Performance Indicator</b>	<b>CCISD Actual 1995-96</b>	<b>Target</b>
Safety	3.5	3.2
Accidents Per 100,000 Miles - Regular	Not Tracked	3.2
Accidents per 100.000 Miles - Special		
Cost-Efficiency	\$1.69	\$1.54
Operations Cost Per Mile - Regular	\$2.18	\$1.98
Operations Cost per Mile - Special		
Cost-Effectiveness	\$489	\$445
Annual Cost Per Rider - Regular	\$2,442	\$2,220
Annual Cost per Rider - Special		
Service Effectiveness	1.26	1.39
Route Riders Per Mile - Regular	.16	.18
Route Riders Per Mile - Special		
Service Quality	Not Tracked	95%
	Not Tracked	30 minutes



On-time Performance		
Average Rider Per Trip Time		
Maintenance Performance	Not Tracked	9,500
Miles Between Road Calls	Not Tracked	95%
Percent PMs Completed On Time		

*Source: Actual figures from CCISD Transportation Department; target figures are either from peer systems, or represent a 10 percent improvement in CCISD performance.*

CCISD performance figures for 1995-96 were not available for all indicators; the targets may need to be adjusted once these figures become available.

All personnel in the Transportation Department should be informed of the standards and measures of performance, targets to be achieved, and progress toward the targets. Achievements in improved performance should be rewarded with appropriate incentives for employees. A performance-based management program would allow the Transportation Department to verify and communicate its success.

#### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Transportation, the administrative assistant for Transportation, and the administrative officer for Logistics and Maintenance adopt key indicators to be used to assess the performance of the department and of its regular and special education transportation services.	October 1997
2.	The director of Transportation, the administrative assistant for Transportation, and the administrative officer for Logistics and Maintenance monitor performance indicators for the department.	Monthly
3.	The director of Transportation, the administrative assistant for Transportation, and the administrative officer for Logistics and Maintenance modify target performance goals to reflect current experience.	May 1998
4.	The management team for the Transportation Department adopts new performance goals for the next school year.	August 1998

## **FISCAL IMPACT**

The adoption and monitoring of the performance indicators can be accomplished with existing resources.

## **FINDING**

Six positions in the Transportation Department are filled by substitute bus drivers. These "driver with other duties" positions include the accounting clerk, supply receipt clerk, systems manager, service writer, assistant field trip coordinator, and video operator. These persons have primary duties other than driving, but may be called upon to drive if needed. The Transportation Department adopted this practice on the premise that gaining approval to fill new bus driver positions is easier than gaining approval for new non-driver positions. However, the ability of the department to complete critical functions, especially those of the supply room staff and the computer systems manager, is jeopardized by this practice.

The accounting clerk, the supply receipt clerk, and the systems manager drive a bus about one day a week and are paid as drivers. When the accounting clerk is driving, no parts can be logged in or out of the system and no invoices are paid. The result is an accounting backlog. When the supply receipts clerk drives, parts cannot be received in the supply room or picked up elsewhere. The systems manager's responsibilities will grow significantly in 1997-98 when the Transportation Department receives five new computers, connects them through a local area network, and connects to the rest of CCISD by a wide area network. The systems manager will be responsible for the computers, the networks, the vehicle maintenance information system, and the fuel tracking program.

In addition to the difficulty the "other duties" practice poses for completing critical work in the department, the district's requirement that these positions be refilled each year, compounds the problem by causing a lack of stability in these functions.

### **Recommendation 95:**

Convert critical positions within the Transportation Department to permanent positions with appropriate salaries.

Critical positions include the accounting clerk in the supply room, the receiving clerk in the supply room, and the systems manager.

If this recommendation is implemented along with the recommended absenteeism reduction program, two of the three substitute drivers

represented by these positions need not be replaced. The absenteeism reduction program should reduce absenteeism by about two drivers a day.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Transportation establishes the positions of accounting clerk, supply receipt clerk, and systems manager.	October 1997
2.	The administrative officer for Logistics and Maintenance hires personnel for these positions.	October 1997

**FISCAL IMPACT**

The fiscal impact of the salary increase for the systems manager is accounted for in an earlier recommendation. The fiscal impact below assumes no additional salary for the receiving clerk and an additional \$5,000 a year for the accounting clerk, based on the salary estimated by the Transportation Department for its 1997-98 budget request. One new substitute driver would cost about \$8,000, assuming the minimum 20-hour work week.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>
Convert critical positions within transportation into permanent positions	(\$13,000)	(\$13,000)	(\$13,000)	(\$13,000)	(\$13,000)

**FINDING**

CCISD maintains 206 regular and special education buses, including eight old buses stripped of seats to carry band instruments. The CCISD regular education bus fleet is relatively new compared to those of peer districts (**Exhibit 11-9**).

**Exhibit 11-9  
CCISD and Peer School District Regular Education Bus Fleet Age  
1995-96**

	<b>Percentage of Regular Education Bus Fleet Aged</b>		
	<b>1 to 5 Years</b>	<b>5 to 10 Years</b>	<b>10 Years and Older</b>
Alvin	39%	29%	32%

Beaumont	33%	33%	34%
Brownsville	33%	6%	61%
Bryan	30%	33%	36%
Cypress-Fairbanks	13%	32%	56%
Northeast	51%	18%	30%
Pasadena	40%	22%	39%
<b>Peer Average</b>	34%	25%	41%
<b>Corpus Christi</b>	60%	26%	14%

Source: TEA

The special education bus fleet is newer than the regular education fleet (**Exhibit 11-10**).

**Exhibit 11-10**  
**CCISD and Peer School District Special Education Bus Fleet Age**  
**Distribution**  
**1995-96**

	<b>Percentage of Special Education Bus Fleet in Age Category</b>		
	<b>1 to 5 Years</b>	<b>5 to 10 Years</b>	<b>10 Years and Older</b>
Alvin	37%	33%	30%
Beaumont	34%	34%	31%
Brownsville	42%	8%	50%
Bryan	45%	18%	36%
Cypress-Fairbanks	19%	42%	39%
Northeast	24%	32%	44%
Pasadena	18%	36%	45%
<b>Peer Average</b>	31%	29%	40%
<b>Corpus Christi</b>	80%	19%	1%

Source: TEA

**Exhibit 11-11** presents CCISD's bus purchases since 1982.

**Exhibit 11-11**  
**CCISD Regular Education Bus Purchases**  
**1982 Through 1996**

<b>Year Purchased</b>	<b>Number of Buses Purchased</b>
1982	1
1983	3
1984	0
1985	3
1986	14
1987	16
1988	0
1989	20
1990	31
1991	38
1992	11
1993	0
1994	2
1995	45
1996	0

*Source: CCISD Transportation Department*

CCISD lacks a fleet procurement and replacement plan, but intends to institute a procurement policy in 1997-98. The district purchases buses on an ad hoc basis instead of on a schedule, resulting in the purchase of a large number of new buses at once. A result of the practice of buying buses in quantity is that a large number of them tend to need regular maintenance at the same time, causing service backlogs.

Moreover, securing funding for regular bus purchases each year in the capital budget has been difficult. CCISD estimates that each regular education school bus costs \$50,000.

**Recommendation 96:**

**Establish a regular bus procurement program that replaces regular education buses every 12 years.**

A regular program to purchase new equipment would smooth the capital budget and avoid sudden changes in the age of equipment in the fleet. Since the CCISD bus fleet is comparatively new, the 12-year replacement schedule would not increase expenditures over time but rather would change the pattern of expenditures. Capital expenditures for buses would be more even each year.

Special education buses are funded from the savings generated by the CCISD in-house operation of Special Education Transportation. CCISD should develop a separate procurement plan for the Special Education fleet, due to its varied mix of buses.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Transportation develops a multi-year bus procurement plan.	January 1998
2. The superintendent for CCISD and the CCISD Board adopt a long-term bus procurement plan with replacements scheduled every year.	May 1998
3. The CCISD Board adopts a five-year capital budget for bus purchases.	August 1998

**FISCAL IMPACT**

Since buses would not be replaced any more often than they are now, this recommendation would have no fiscal impact over time.

# Routing and Scheduling

## **CURRENT SITUATION**

CCISD employs a cluster-stop policy for most of its regular education transportation. Rather than designing bus routes to go to each student's home, CCISD establishes cluster stops in each neighborhood. Elementary school students are not expected to walk more than three blocks to a stop; middle school students are not expected to walk more than five blocks; and high school students are not expected to walk more than eight blocks. Bus routes for magnet schools and majority-to-minority programs, in which students are allowed to transfer to any school in which they are the minority race, are designed to go to each student's neighborhood.

CCISD mails a revised and updated version of the prior year's locations of the cluster stops and bus routes to 25,000 CCISD households, and parents are expected to call the Transportation Department if no bus stop meets the walk distance guidelines for their child. The Transportation Department revises its routes based on parent input and the student loads by route collected after school starts. All route revisions are done manually.

CCISD elementary and middle schools generally are located within neighborhoods to minimize the number of students who live more than two miles from school. This practice helps contain transportation costs. The Transportation Department carries approximately 17 percent of CCISD's students to school, including those eligible due to hazardous conditions and magnet school or minority-to-majority program participation.

The location of elementary and middle schools in neighborhoods and away from major arteries minimizes the opportunity for elementary and middle school students to ride Regional Transit Authority (RTA), the public transportation provider in Corpus Christi. Most high schools are located on RTA bus routes, and the RTA supplements regular routes that pass three CCISD high schools with extra bus trips to serve students. The RTA reports that Miller, Carroll, and Moody High Schools, Driscoll Middle School, and the Alternative High School generate significant numbers of student riders.

Bus routes for special education transportation are designed to go to each student's home. Routes are designed so that no student spends more than one hour on a bus to reach school, except for the lengthy routes that carry students from other districts to CCISD for a state program for children

who are deaf or hard of hearing. The routes are designed manually by plotting student addresses on a laminated map and drawing bus routes.

The Transportation Department has requested the purchase of Edulog, a routing and scheduling program, in the 1997-98 budget for Special Education Transportation. Some peer districts use Edulog or other computerized routing software; others, like CCISD, create bus routes manually.

## **FINDING**

The Transportation Department has designed two magnet school routes that collect students in two areas and meet at a central location to exchange students. If the routes were not coordinated in this way, two additional routes requiring two more buses and drivers would be needed to carry the same number of students.

## **COMMENDATION**

**The Transportation Department transfers students between routes to control costs.**

## **FINDING**

The cluster-stop policy should enable CCISD to carry more students per mile, since the distance required to connect cluster stops with a route should be less than the distance required to connect every student's home. CCISD carries 1.26 regular students per mile, a figure that excludes cocurricular transportation and field trips. The peer district average is 1.29 students per mile.

While CCISD's student per mile ratio is only slightly less than the peer district average, CCISD may be able to exceed the average with its cluster stop routing. However, the latest regular education routes were developed about six years ago and have been changed only incrementally as schools have opened or students have moved. Driver counts and driver reports are used to determine overloads or underloads in the first few weeks of each semester, and routes are revised as needed. Since the efficiency of routes determines how many bus routes are needed, and therefore how many buses and how many drivers are needed, route efficiency is critical to improved cost-effectiveness.

## **Recommendation 97:**

**Review regular transportation routes to see if system productivity can be improved.**



Based on peer district data and CCISD's cluster stop policy, the Transportation Department should be able to achieve at least a 5 percent improvement in the number of regular education students per route mile. A 5 percent improvement in productivity would place CCISD 2.5 percent higher than the peer average, though still significantly below the peer group's top performers.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The Transportation Department examines all regular education routes in the system to minimize the number of bus routes and bus miles required.	October 1997
2.	The Transportation Department informs parents of any route or schedule changes and reassigns drivers to the new routes.	December 1997
3.	The Transportation Department implements new routes at the beginning of the spring semester in 1998.	January 1998

A 5 percent increase in route productivity would save the district about \$86,000 annually from driver and mechanic wages and fringe benefits. Savings are estimated for one-half of 1997-98.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>
Review and improve transportation system productivity	\$43,000	\$86,000	\$86,000	\$86,000	\$86,000

# Fleet Maintenance

## **CURRENT SITUATION**

The Transportation Department's maintenance staff takes care of four sets of equipment: regular education buses, special education buses, the general services fleet, and all small equipment for the district such as lawn mowers and weed-eaters. The Transportation Department began maintaining special education buses in August 1996 when the contract with a private company ended. CCISD hired four mechanics at that time to cover the maintenance load. Two mechanics are dedicated to small equipment repair, and the remaining 11 repair school buses and the general services fleet. All mechanics are trained generalists capable of working on all equipment.

The maintenance function is managed by a foreman who is responsible for all work assignments, work order tracking, and quality control. The foreman is assisted by two shift leaders, who serve as senior mechanics on their shifts.

## **FINDING**

The Transportation Department has a Vehicle Maintenance Information System (VMIS) that can track maintenance history by bus and can be used for work planning (such as preventive maintenance schedules), but the system is not well-used. The information needed to make the system useful, such as completed maintenance work, is at least six months out-of-date. While a local area network established in summer 1997 and training for the local area network, the VMIS, and work order tracking system will increase access and use of the system, the district does not use VMIS as a management tool.

Instead of using the VMIS data to examine trends and monitor work needs, the foreman creates analysis tools as needed on a separate computer using hand-entered data. Prior to the purchase of the VMIS, the maintenance foreman kept all maintenance records in paper files.

## **Recommendation 98:**

**Use the Vehicle Maintenance Information System as a management tool.**

Rather than the accounting clerk spending limited time entering outdated information, enter all current information in the computer and place the backlogged information in paper files by bus.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The administrative officer for Transportation directs the accounting clerk to enter information into the VMIS as activity occurs.	October 1997
2.	The maintenance foreman files the backlogged information into the old paper files by bus.	October 1997

## FISCAL IMPACT

The maintenance and use of the VMIS could be accomplished with existing resources.

## FINDING

The Transportation Department employs 13 mechanics reporting to a single foreman. Two mechanics have been designated as shift leaders, but they are not paid more than other mechanics and their responsibilities are not clearly defined. The foreman handles all work assignments; the department has no work order tracking system. Without effective supervisory help, the foreman lacks the time needed to adequately oversee the quality of work performed by the mechanics.

When the planned computerized work order tracking system is implemented, each mechanic will enter completed work information into the system. This process will require at least two computer terminals on the shop floor and training in the computer's use for all mechanics.

### **Recommendation 99:**

#### **Create two lead mechanic positions.**

Lead mechanics should receive a 15 cent-per-hour pay differential and should be responsible for assisting with technical problems on their shifts, entering completed jobs into the planned work order tracking system, and ensuring that work flows smoothly on the shift. The two lead mechanics should still be working mechanics; based on industry standards their special roles as lead mechanics should only require about 20 percent of their time. Making well-trained lead mechanics responsible for entering information into the work order tracking system should help ensure that the data are entered accurately, decrease the demand for computer terminals, and enable the lead mechanics to better track the work and progress of the other mechanics.

The foreman would continue to be responsible for making work assignments and assuring the quality of work performed by the staff.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Transportation designates two mechanic positions as lead mechanics, one for each shift.	December 1997
2.	The administrative officer for Logistics, Maintenance, and Training and the Maintenance foreman interview existing mechanics for the new positions and fill the positions.	January 1998

**FISCAL IMPACT**

Based on a 230-day work year and eight hours a day, the two lead mechanic positions would cost an additional \$635 a year, or \$552 in annual salary plus benefits of 15 percent.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>
Create two lead mechanic positions	(\$635)	(\$635)	(\$635)	(\$635)	(\$635)

**FINDING**

The Transportation Department maintains all of CCISD's small equipment, such as lawnmowers and weed trimmers, and 130 trucks in its general services fleet, such as food trucks. All trucks are heavy-duty diesel vehicles comparable to school buses in complexity of design. General services fleet maintenance is performed as vehicles are brought in, even if school buses are awaiting maintenance.

Based on industry standards, the Transportation Department should have approximately one mechanic for every 25 heavy-duty trucks.

**Recommendation 100:**

**Dedicate four mechanics to general services fleet maintenance.**

Maintenance of the general services fleet is important but should not interfere with maintaining school buses. If mechanics are dedicated to the general services fleet as they are to small equipment, the needs of the general services fleet would not draw off mechanics from school bus

maintenance. The dedication of four mechanics to 130 trucks is aggressive but achievable.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The maintenance foreman reassigns four mechanics to general services fleet maintenance.	January 1998
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**FISCAL IMPACT**

Designating four mechanics to the general services fleet should have no fiscal impact.

**FINDING**

Thirteen mechanics, including the two lead mechanics, maintain 206 buses, 130 general services fleet vehicles, and 169 pieces of small equipment. If two mechanics are dedicated to small equipment maintenance and four mechanics are dedicated to general services fleet maintenance, only seven mechanics remain for 206 buses. A review of practices from selected districts and field analysis suggests that the maintenance function in the CCISD Transportation Department is understaffed (**Exhibit 11-12**).

**Exhibit 11-12  
Comparison Of Mechanic Labor Force For CCISD And Selected  
Districts  
1994-95**

<b>District</b>	<b>Mechanics</b>	<b>Number of Buses</b>	<b>Buses Per Mechanic</b>
Polk County (Bartow), FL	35	440	13
Northside (San Antonio), TX	23	343	15
Orange County (Orlando), FL	60	1,035	17
Fort Worth, TX	20	377	19
Houston, TX	60	1,422	24
Broward County (Ft. Lauderdale), FL	45	1,102	24
Spring Branch, TX	8	222	28
East Baton Rouge, LA	22	625	28

Fort Bend, TX	8	259	32
Philadelphia, PA	29	1,014	35
<b>Selected District Average</b>	<b>31</b>	<b>684</b>	<b>23</b>
<b>Corpus Christi</b>	7	206	29

*Source: Data provided by school districts.*

**Recommendation 101:**

**Hire two new mechanics to bring the mechanic staff to 15, allowing nine mechanics for 206 buses with a buses-per-mechanic ratio of 23 to one.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Transportation requests approval for two new mechanic positions.	October 1997
2.	The administrative officer for Maintenance and Logistics and the maintenance foreman hire two new mechanics.	January 1998

**FISCAL IMPACT**

Mechanics earn about \$22,000 a year, plus 6 percent in fringe benefits. Two mechanic salaries and fringe benefits would equal \$46,640 per year. Since hiring cannot occur until January 1998, the cost is estimated for 8 months of the fiscal year.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>
Hire two new mechanics	(\$34,980)	(\$46,640)	(\$46,640)	(\$46,640)	(\$46,640)

**FINDING**

The Transportation Department does not adequately schedule maintenance work. The Transportation Department has a schedule for preventive maintenance for its buses, but less than half of the scheduled preventive maintenance work is accomplished each month. If a bus misses its regularly scheduled preventive maintenance, it is not rescheduled.

Strict adherence to a preventive maintenance schedule and scheduling for other regular maintenance work is the norm for school districts and all other major transportation operations to ensure the dependability of their fleets.

**Recommendation 102:**

**Dedicate one bus mechanic to preventive maintenance so the district's preventive maintenance schedule can be achieved.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The maintenance foreman designates one mechanic to do preventive maintenance.	October 1997
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**FISCAL IMPACT**

The dedication of one mechanic to preventive maintenance and adherence to a schedule of preventive maintenance can be accomplished with existing resources.

**FINDING**

CCISD's bus drivers are paid for 15 minutes for pre-trip bus inspections and 10 minutes for post-trip inspections. The Transportation Department recently created another "driver with other duties" position to perform light-duty maintenance such as replacements of lightbulbs after morning bus runs.

The pre- and post-trip inspection time comes to 11,625 hours a year in driver pay.

**Recommendation 103:**

**Reduce driver pre-trip time to 10 minutes and transfer the post-trip inspection function to the light-duty maintenance person.**

The pre-trip inspection should be a safety inspection of the bus, including checking the operations of signals, lights, and other safety equipment, not a maintenance inspection. The "driver with other duties" assigned to light-duty maintenance should be responsible for filling fluids and the service writer should be responsible for writing up needed repairs.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Transportation, the administrative assistant for Transportation, and the administrative officer for Logistics and Maintenance define and document the new safety inspection.	October 1997
2.	The bus drivers' pre-trip and post-trip inspection time and associated pay are reduced and the new safety inspection procedures adopted.	January 1998

### **FISCAL IMPACT**

A savings of 15 minutes a day for each driver on 155 routes over 180 days a year will save 6,975 hours per school year. At an average driver wage of \$9.30 plus 15 percent fringe benefits, annual savings would be \$74,600. Since driver pay time is calculated to the minute, and most full-time drivers work 10 hours more than the minimum 20-hour per week pay, the time saved from the inspections would produce significant savings beginning in January 1998.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>
Reduce driver inspection time and transfer post-trip inspection function.	\$55,950	\$74,600	\$74,600	\$74,600	\$74,600

### **FINDING**

A pit 15 feet long, 13 feet wide, and two-and-a-half feet deep at the head of one bay in the maintenance facility renders this bay nearly useless. The pit is the wrong size for under-bus maintenance functions, and the maintenance facility already has an appropriately sized maintenance pit. The Transportation Department would like the pit filled in but has not received district approval to make even minor changes to the maintenance facility. The director of Transportation was told by the director of Maintenance that, since the facility was constructed with bond funds, any renovations would require superintendent approval beginning in January 1998.

#### **Recommendation 104:**

**Fill in the pit to create another full bay.**

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The administrative officer for Logistics and Maintenance	October
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	develops a cost estimate for filling in the bay.	1997
2.	The director of Transportation solicits bids for the work and awards a contract for its completion.	October 1997

**FISCAL IMPACT**

Including the cost of fill dirt, reinforced concrete, labor, engineering costs, supervision, and overhead, the pit would cost about \$5,000 to fill.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>
Fill in the pit to create another full bay	(\$5,000)	\$0	\$0	\$0	\$0

**FINDING**

CCISD cannot repair or perform preventive maintenance work on bus air conditioners because it lacks a Freon recovery system. Changes in environmental regulations enacted about four years ago require maintenance facilities to have special recovery systems to prevent any Freon from escaping into the air when air conditioners are serviced. Three CCISD mechanics are certified in air conditioners and could service and repair air conditioners if the facility were available.

CCISD already has air-conditioned buses and expects to get more, because an increasing number of special education students require climate-controlled buses. Since CCISD must send air-conditioning repairs to a contractor, even a minor repair takes a bus out of service.

Buses needing air-conditioner service or repair are taken to a maintenance contractor with which CCISD keeps an open work order. CCISD pays \$38 to \$42 an hour for this work. The director or Transportation estimates a bus is sent out to a contractor for air conditioner service approximately every two weeks at a cost of \$800 to \$1,300 per bus. Air-conditioner repair costs in 1996-97 exceeded 1995-96 costs by \$11,000.

**Recommendation 105:**

**Establish an air conditioner maintenance bay with appropriate Freon recovery systems.**

The maintenance facility includes a former paint bay and storage area that are no longer used. When environmental regulations mandated more

expensive vapor recovery systems for painting, CCISD started contracting its paint work. This area could be refitted as the air conditioner bay.

Establishing facilities for CCISD mechanics to repair air conditioners would more fully use mechanic skills and reduce downtime for buses.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The administrative officer for Logistics and Maintenance develops a cost estimate for refitting the former paint bay.	January 1998
2.	The director of Transportation solicits bids for the work and awards a contract.	January 1998

### **FISCAL IMPACT**

To equip the Transportation Department to service and maintain vehicle air conditioners, the district would need recovery and recycling equipment for Freon 134A and Freon R-12 at \$3,500 each, three sets of manifold gauges at \$212 each, two leaf-detecting kits at \$411 each, and miscellaneous O-rings, gaskets, fittings, and adapters at \$300.

CCISD would save about \$18,000 per year from the elimination of contractor air conditioner repair, based on an average of 18 buses per year at \$1,000 per bus sent to the contractor.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>
Establish and equip bay for air condition repair	(\$8,800)	\$0	\$0	\$0	\$0
Eliminate air conditioner contract repairs	\$9,000	\$18,000	\$18,000	\$18,000	\$18,000
<b>Total Savings</b>	<b>\$ 200</b>	<b>\$18,000</b>	<b>\$18,000</b>	<b>\$18,000</b>	<b>\$18,000</b>

# Chapter 12

## Safety and Security

This chapter reviews CCISD's efforts to guarantee the safety and security of its students, staff, and facilities two sections:

### Office of Security Services Discipline Management

One of the most critical issues of our day is the need to provide safe and secure school campuses. Children have a fundamental right to be free from harm as they try to learn, and teachers and other school employees deserve to know that they can count on a safe environment as they perform one of the most important jobs in Texas today--preparing our children to build the future.

School violence is a major concern among CCISD staff, according to the Comptroller's survey results. CCISD created the Office of Security Services in 1993 to increase the level of protection provided to its students and staff. In addition, the district has committed itself to a zero tolerance for violence policy and implemented several new programs to curb school violence in the district, including the budgeting for five certified police officers to supplement the contract security guards used by the district.

Safety and security recommendations detailed in this chapter include further development of a municipal-style police department, and enhancement of anti-drug, anti-violence, and anti-gang programs.

### **BACKGROUND**

Both federal and state lawmakers have addressed safety and security in public schools. In 1994, Congress reauthorized the federal Safe and Drug-Free Schools and Communities Act, which required school districts to institute comprehensive safe and drug-free school programs. This year, Congress reauthorized the Individuals with Disabilities Education Act (IDEA) with some notable changes. Though the new law, like its predecessor, requires school districts to provide students with disabilities with appropriate educational services, the revisions to IDEA also make it easier to remove dangerous or violent students with special needs from the classroom. The legislation also permits the removal of students who are involved with drugs or who bring weapons to school.

The Texas Legislature also has addressed school violence. **Exhibit 12-1** summarizes major legislation relating to school safety and security passed by the Texas Legislature in 1993, 1995, and 1997.

**Exhibit 12-1**  
**Major School Safety Initiatives of the Texas Legislature**  
**1993 - 1997**

<b>Legislation</b>	<b>Purpose</b>
<b>73rd Legislature</b>	
House Bill 23	Requires information-sharing on student arrests for serious offenses between law enforcement and the schools; requires school principals to notify law enforcement if criminal activity occurs or is suspected of occurring on campus.
Senate Resolution 879	Encourages collaboration between the Texas Education Agency and Department of Public Safety on the recording of criminal incidents in school.
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.
<b>74th Legislature</b>	
Senate Bill 1	Revises the Education Code and laws on safety and security in Texas schools.
<b>75th Legislature</b>	
Senate Bill 133	Rewrites the safe schools provision of the Education Code.

*Source: Policy Research-April 1994, Texas Education Agency*

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 juvenile board of the local county. Other provisions require districts to remove students who engage in serious misconduct and place them in alternative education programs. In addition, specific

information concerning the arrest or criminal conduct of students must be shared between law enforcement entities and local school districts.

State law also mandates a working relationship among school districts, the juvenile board, 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 for the education of incarcerated youths and youths on probation.

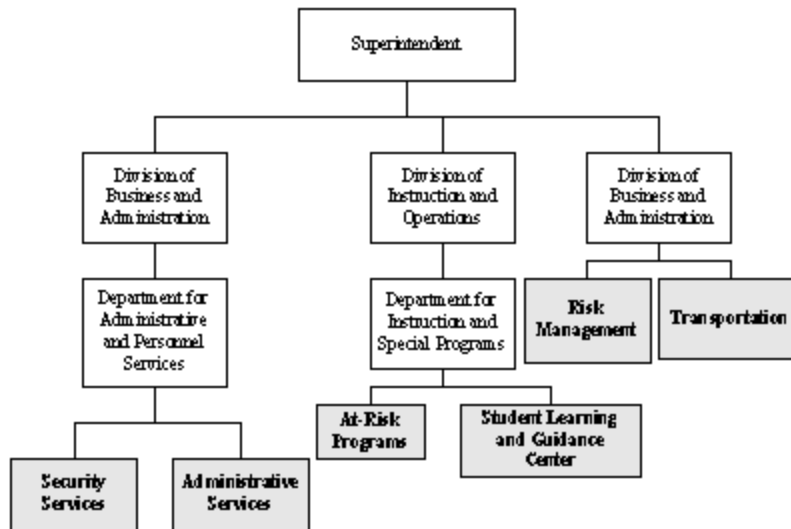
The 1997 Legislature revised the safe school provision of the Education Code. These revisions require the prominent posting of the Code of Conduct, clarify removal procedures for offenses committed by students within 300 feet of school property, and apply compulsory attendance laws to JJAEP.

### **CURRENT SITUATION**

CCISD's safety and security functions are performed by individual schools and several departments including the Office of Security Services, Office of Administrative Services, and At-Risk Programs (**Exhibit 12-2**).

**Exhibit 12-2**

### **Organization of CCISD Departments with Safety and Security Functions**



Source: Organization Chart, CCISD.

Security Services coordinates the district's security operations, including law enforcement and fire and intrusion alarms. CCISD contracts with outside sources, including individual peace officers of the Corpus Christi Police Department's (CCPD) Juvenile Enforcement Team (JET), and Burns International Security, a security services company, to provide the district's remaining security personnel.

Other district safety and security functions include discipline management and alternative education. Discipline management is coordinated by Administrative Services, while the Department for Instruction and Special Programs administers at-risk and alternative education programs. The Student Learning and Guidance Center, the district's alternative education school for students with behavioral problems, is discussed in the Educational Services Delivery and Student Performance chapter of this report.

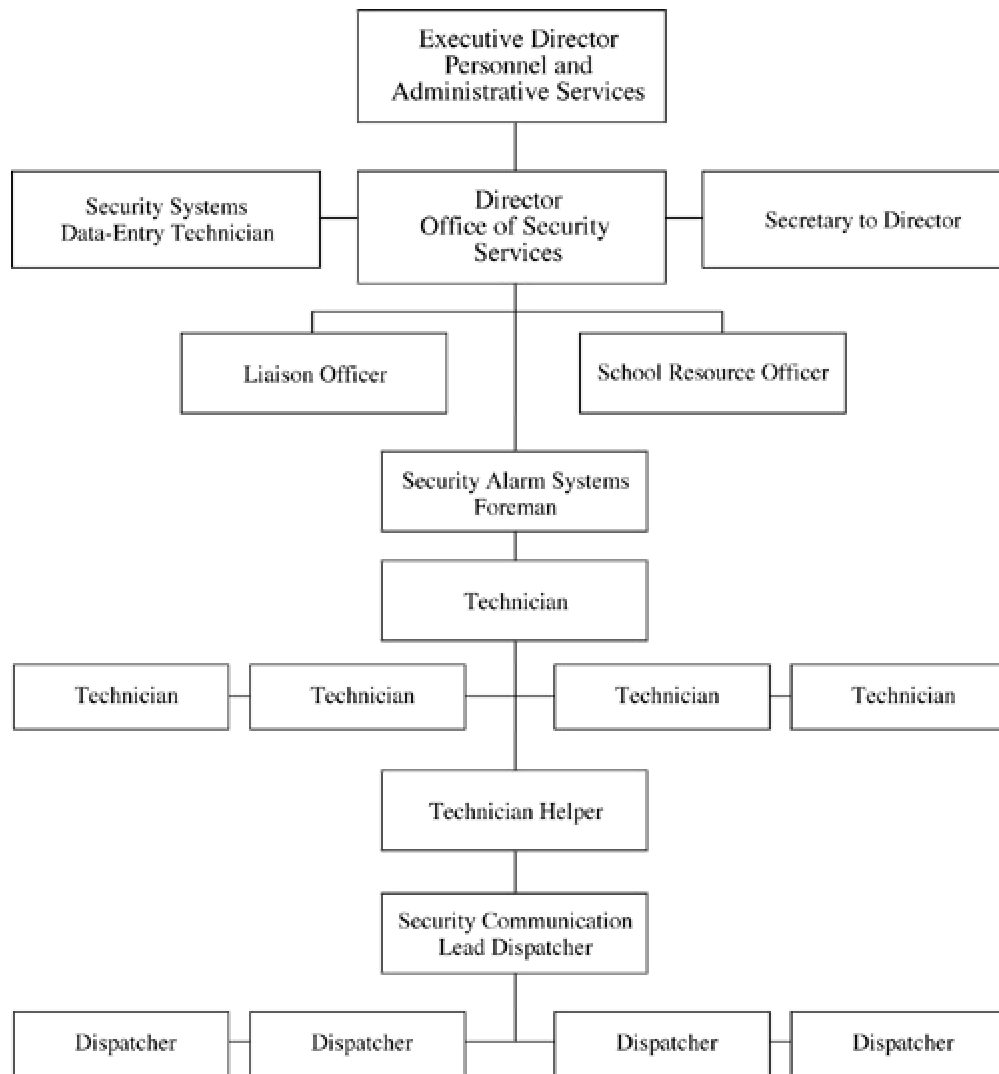
The Transportation Department is responsible for school bus safety, while the City of Corpus Christi provides school crossing guards who report to the Chief of the CCPD. Risk Management, is responsible for carrying out safety training and reporting workplace accidents and injuries.

# Office of Security Services

## **CURRENT SITUATION**

CCISD established Security Services in August 1993. The mission of Security Services is "to maintain a safe and orderly learning environment for all students and personnel and to protect the properties under the control of the district." In April 1997, Security Services employed two certified full-time peace officers--the director and a full-time school resource officer--a liaison officer, and two support personnel, as well as five dispatchers to operate its security communication system and seven technicians to maintain its intrusion and fire alarm systems. **Exhibit 12-3** presents the organization of Security Services.

**Exhibit 12-3**  
**Organization**  
**Office of Security Services**



*Source: Office of Security Services, CCISD.*

Security Services also employs 45 school resource officers throughout the district; these are off-duty peace officers from the CCPD and Nueces County Sheriff's Department. Finally, Security Services supplements this force with 53 full-time and 37 part-time security guards from Burns International Security, an independent contractor, and also uses the services of Interquest Group, Inc., a canine detection company, to detect weapons, drugs, and other contraband on school campuses.

Security Services coordinates the activities of its officers and security guards by using 625 two-channel Motorola 110s radios, which have a four-channel capability. These radios are gradually being replaced with Motorola VHF SP50 radios. In addition to security personnel, all principals and assistant principals at middle and high schools and some principals at elementary schools have radios. The department installed



closed circuit television cameras in Miller and Ray High Schools and Schanen and Central Park Elementary Schools.

Security Services responds to a variety of incident calls, including possession of a dangerous instrument and weapons, felony/misdemeanor crimes, assaults, and damage to school property. **Exhibit 12-4** indicates that Security Services received 3,073 calls for service in 1995-96; most calls were generated from elementary schools.

**Exhibit 12-4  
Calls for Service  
Office of Security Services  
1995-96**

<b>Calls for Service</b>						
<b>School</b>	<b>Dispatched</b>	<b>Percent</b>	<b>Contraband</b>	<b>Percent</b>	<b>Total Calls</b>	<b>Percent</b>
High Schools	402	17.5%	556	71.6%	958	31.2%
Middle Schools	438	19.1%	152	19.6%	590	19.2%
Elementary Schools	1,284	55.9%	45	5.8%	1,329	43.2%
Special Campuses	173	7.5%	23	3.0%	196	6.4%
<b>Total</b>	<b>2,297</b>	<b>100%</b>	<b>776</b>	<b>100%</b>	<b>3,073</b>	<b>100%</b>

*Source: Office of Security Services, CCISD*

Nearly 2,300 calls for service were dispatched by district personnel. The remaining calls resulted in Security Services personnel seizing drugs, weapons, or other illegal material. Fifty-six percent of dispatched calls were from elementary schools, while 72 percent of contraband calls for service were from high schools.

Budgeted expenditures of Security Services increased by \$116,182 from 1995-96 to 1996-97 (**Exhibit 12-5**).

**Exhibit 12-5  
Office of Security Services Budget  
1996-97**

<b>Year</b>	<b>Amount</b>
1993-94	\$976,475
1994-95	\$1,268,958
1995-96	\$1,268,958
1996-97	\$1,385,140

*Source: Office of Security Services, CCISD*

## **FINDING**

Security Services has not been able to sufficiently meet the district's security needs due to a rapidly increasing number of behavior- and drug-related offenses and its reliance on contracted security guards with limited responsibilities and insufficient authority.

Offenses classified as "persistent misbehavior" rose by 88 percent from 1993-94 to 1995-96. Drug-related offenses increased by 42 percent during the same period (**Exhibit 12-6**).

### **Exhibit 12-6 Security-Related Statistics 1993-96**

<b>Offenses</b>	<b>1993-94</b>	<b>1994-95</b>	<b>1995-96</b>
Persistent misbehavior	388	624	731
Other	404	394	389
Subtotal Behavior-Related Offenses	792	1,018	1,120
Subtotal Drug-Related Offenses	156	177	221
<b>Total Offenses</b>	<b>948</b>	<b>1,195</b>	<b>1,341</b>

*Source: Office of Administrative Services, CCISD*

Although almost 70 percent of the teachers surveyed by the review team believe their individual schools are safe and secure, more than 75 percent of teachers, campus administrators, and central administrators surveyed agree that school violence has increased in CCISD in the past five years (**Exhibit 12-7**).

**Exhibit 12-7**  
**Responses to Survey Questions on**  
**Safety and Security**

	<b>Percentage of Survey Responses</b>					
<b>Survey Question</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>	<b>No Response</b>
<b>Teacher and Campus Administrator</b>						
My school is safe and secure.	10.4%	59.4%	3.7%	18.6%	4.8%	3.1%
My school is safer than it was 5 years ago.	9.3%	27.3%	31.3%	23.7%	4.8%	3.7%
School violence has increased in my school in the past 5 years.	10.4%	30.7%	11.5%	34.9%	9.0%	3.4%
School violence has increased in CCISD in the past 5 years.	22.0%	55.2%	12.7%	5.1%	2.3%	2.8%
<b>Central Administrator</b>						
Schools in CCISD are safe and secure.	6.3%	47.5%	13.8%	31.6%	-	1.3%
Schools in CCISD are safer than they were 5 years ago.	5.0%	31.3%	22.5%	35.0%	3.8%	2.5%
School violence has increased in	18.8%	57.5%	12.5%	10.0%	-	1.3%

CCISD in the past 5 years.						
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*Source: Survey Report*

Of the 55 full-time equivalent (FTE) security personnel employed by the district, 83 percent are security guards contracted from Burns International and 17 percent are certified peace officers employed by other local law enforcement agencies who are under contract with CCISD during their off hours. **Exhibit 12-8** presents CCISD's security staffing by type of school.

**Exhibit 12-8  
Number of Full-time Equivalent Employees by Type of School  
Security Personnel, 1996-97**

<b>Security Guards</b>					
<b>School</b>	<b>Full-time Equivalent Peace Officers</b>	<b>Full-time</b>	<b>Part-time*</b>	<b>Total Security Staff</b>	<b>Percent of Security Personnel by Type of School</b>
High Schools	5.0	21.0	8.5	34.5	62.6%
Middle Schools	4.4	13.5	0.0	17.9	32.5%
Elementary Schools	0.0	0.0	0.0	0.0	-
Special Schools	0.2	2.5	0.0	2.7	4.9%
<b>Total</b>	<b>9.6</b>	<b>37.0</b>	<b>8.5</b>	<b>55.1</b>	<b>100%</b>

*\* Expressed as total number of full-time equivalents*

*Source: Office of Security Services, CCISD*

The security guards provided by Burns International perform a monitoring role rather than an enforcement role, according to interviews with district personnel. Their responsibilities consist of patrolling the facilities and grounds of schools and acting as a passive deterrent against criminal activity. Security guards are not able to conduct criminal investigations or search a student after witnessing a criminal offense. Most security guards, moreover, lack the necessary training to handle these activities.

Unlike security guards, off-duty peace officers are trained in and are responsible for upholding the Texas Penal Code, the Code of Criminal Procedures, and police department procedures. Off-duty peace officers can issue misdemeanor citations and have jurisdiction extending beyond the boundaries of school property. **Exhibit 12-9** lists the roles and responsibilities of security guards and off-duty peace officers employed by the district.

**Exhibit 12-9**  
**Selected Roles and Responsibilities**  
**Peace Officer and Security Guard**

<b>Contracted Off-Duty Peace Officer</b>	<b>Security Guard</b>
Shall engage in off-duty employment at school in complete compliance with the Texas Penal Code, Family Code, Code of Criminal Procedures, Texas Education Code, and police department policy.	Shall work in support of district security efforts authorized by the director of Security Services, the principal of the assigned campus, and the police officer on duty.
Shall issue misdemeanor offense citations only when absolutely necessary and then only for offenses which they witness.	Shall strive to prevent vandalism and theft to vehicles parked on school property.
May search a student without a warrant upon reasonable suspicion that the student has violated the law or a school rule.	Shall be alert to campus disturbances, the presence of unauthorized persons on campus, and suspicious activity on the campus or on perimeter streets and shall report any incidents to the principal immediately.
Shall work inside the buildings during the changing of classes and while school assemblies are in progress.	Shall assist the principal or other staff members to restrain a student or individual who becomes physically violent, but shall not carry handcuffs.
Shall not be influenced by the wishes of any school district employee upon initiation of an arrest of a student.	Shall not retain responsibilities beyond the perimeter of the assigned school campus.

*Source: Office of Security Services, CCISD.*

CCISD's use of contracted off-duty peace officers has some disadvantages. Peace officers employed by local law enforcement agencies do not necessarily have extensive experience with handling

juveniles and may not have detailed knowledge of the Texas Family Code or Texas Education Code.

The workloads of all security personnel have increased in recent years. The number of annual offenses assigned to each Security Services employee has increased from an average of 9.6 in 1993-94 to 10.8 in 1995-96, as indicated in **Exhibit 12-10**.

**Exhibit 12-10**  
**Number of Offenses per Security Personnel**  
**CCISD Security Services**  
**1994-96**

Type of Security Personnel	1993-94	1994-95	1995-96
Security Services Employees	14	14	14
Contracted Peace Officers*	45	50	55
Subtotal Employees and Peace Officers	59	64	69
Contracted Security Guards	40	50	55
<b>Total Security Personnel</b>	<b>99</b>	<b>114</b>	<b>124</b>
Offenses	948	1,195	1,341
<b>Offenses per Security Personnel</b>	<b>9.6</b>	<b>10.5</b>	<b>10.8</b>

\* *Part-time officers*

*Source: Office of Security Services, CCISD*

Other school districts with similar enrollment already have transformed their security departments into formal district police departments and typically do not employ contracted off-duty peace officers or security guards. Northside, Pasadena, and Ector County Independent School Districts maintain police departments and employ a core staff of full-time, certified peace officers (**Exhibit 12-11**). CCISD has recognized this need and budgeted for five certified peace officers in 1997-98. While the officers have not been hired at the time of this report, the positions have been advertised.

**Exhibit 12-11**  
**Comparison of Selected School Districts**  
**with Municipal-Style Police Departments**

<b>Characteristic</b>	<b>CCISD</b>	<b>Northside</b>	<b>Pasadena</b>	<b>Ector County</b>
1995-96 Enrollment	<b>41,902</b>	56,117	39,189	28,161
Year Police Dept. Established	<b>N/A</b>	1986	1980	1989
Number of Police Officers *	<b>1.0</b>	53	17.5	15
Contracted police officers **	<b>8.6</b>	0	0	1
Contracted security guards - full-time	<b>37.0</b>	0	0	0
Contracted security guards - part-time **	<b>8.5</b>	0	0	0
Total Security Personnel	<b>55.1</b>	53	17.5	16
<b>Ratio of students to security personnel</b>	<b>760:1</b>	<b>1059:1</b>	<b>2,239:1</b>	<b>1,760:1</b>

\* *excluding director.*

\*\* *full-time equivalent employees.*

*Source: Office of Security Services, CCISD and selected school districts*

### **Recommendation 106:**

Hire an additional four certified peace officers and eliminate nine contracted security guards.

With CCISD's move to a district police department, the need for security guards is not as critical.

### **IMPLEMENTATION STRATEGIES**

1. The director of Security Services eliminates nine full-time security guard positions.	October 1997
2. The director of Security Services advertises to hire four additional certified peace officers with board approval.	October 1997
3. The superintendent and director of Security Services hire four certified peace officers.	November 1997

### **FISCAL IMPACT**

The addition of four full-time certified peace officers should cost the district an average of \$25,000 annually plus \$1,500 in benefits, for a total of \$106,000 annually. One time costs for equipment for the officers are estimated at \$92,800, including \$88,000 for four vehicles and \$4,800 for uniforms, weapons, head gear, and special flashlights. Operating the patrol vehicles should cost the district about \$32,000 annually (25,000 miles per vehicle at 32 cents per mile).

The upgrade in CCISD's police force should allow CCISD to increase its student-to-security personnel ratio. As a result, the district can reduce its staffing of security contract guards by nine FTEs, saving \$137,700 annually (nine positions at \$15,300 annually). This figure is calculated based on an estimated \$700,000 in fees paid to Burns International in 1996-97 and the salaries paid to 45.5 FTE security guards employed by the district.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Hire four peace officers	(\$88,334)	(\$106,000)	(\$106,000)	(\$106,000)	(\$106,000)
Provide necessary equipment	(\$124,800)	(\$32,000)	(\$32,000)	(\$32,000)	(\$32,000)
Eliminate nine security guards	\$114,750	(\$137,700)	\$137,700	\$137,700	\$137,700
<b>Total</b>	<b>(\$98,384)</b>	<b>(\$300)</b>	<b>(\$300)</b>	<b>(\$300)</b>	<b>(\$300)</b>

## **FINDING**

Security Services does not use standardized coverage ratios to determine the number of security personnel needed at its schools. A coverage ratio compares the demand for security at individual schools with the number of security personnel. Schools with more calls for service should be assigned a higher number of security personnel. A comparison of the number of personnel and the number of calls for service by school in CCISD, however, does not indicate any systematic approach of allocating resources by the department. **Exhibit 12-12** presents the coverage ratios for each CCISD high school and middle school for 1995-96.

### **Exhibit 12-12 CCISD Security Personnel by Campus 1995-96**

<b>Security Guards</b>
------------------------



<b>School</b>	<b>Calls for Service (a)</b>	<b>Peace Officers</b>	<b>Full-time</b>	<b>Part-time*</b>	<b>Total Personnel (b)</b>	<b>Coverage Ratio (a/b)</b>
<b>High Schools</b>						
AHSC	111	0	1	1	2.0	55.5
Moody	206	1	3	1.1	5.1	40.4
Miller	196	1	3.5	1.1	5.6	35.0
Ray	229	1	4.5	2.2	7.7	29.7
Carroll	111	1	4	1.1	6.1	18.2
King	105	1	5	2	8.0	13.1
Subtotal/ Average	958	5	21	8.5	34.5	27.8
<b>Middle Schools</b>						
Grant	47	.5	0	0	0.5	94.0
Browne	151	.6	2	0	2.6	58.1
Martin	22	.5	0	0	0.5	44.0
Baker	103	0	2.5	0	2.5	41.2
Cunningham	56	.5	1	0	1.5	37.3
Cullen	46	.3	1	0	1.3	35.4
Haas	32	0	1	0	1.0	32.0
Kaffie	16	.5	0	0	0.5	32.0
Driscoll	47	.5	1	0	1.5	31.3
South Park	13	.5	0	0	0.5	26.0
Hamlin	27	0	2	0	2.0	13.5
Wynn Seale	30	.5	3	0	3.5	8.6
Subtotal/ Average	590	4.4	13.5	0	17.9	33
<b>Other</b>						
Special	196	.2	2.5	0	2.7	72.6

campuses						
<b>Total/Average</b>	<b>1,744</b>	<b>9.6</b>	<b>37.0</b>	<b>8.5</b>	<b>55.1</b>	<b>31.7</b>

\* Expressed as total number of full-time equivalents

Source: Office of Security Services, CCISD.

The above chart illustrates a wide variation in coverage ratios among schools. In the 1995-96 school year, Wynn Seale generated 8.6 calls for service per each security person assigned to that school, while Grant Middle School had 94 calls for service per FTE.

**Recommendation 107:**

**Apply coverage ratios when allocating security personnel and resources to schools.**

Security Services and Administrative Services should identify measures for assessing security threats at each school, including gang activities, calls for service, and behavior- and drug-related incidents. Security Services should apply coverage ratios to allocate its resources among schools.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Security Services and the director of Administrative Services develop a methodology for assessing the security threats at each school and facility in the district.	November 1997
2. The director of Security Services evaluates security threats against coverage ratios to determine if ratios should be weighted for higher security risks.	December 1997
3. The director of Security Services assigns security personnel to each school based on this methodology.	January 1998
4. The director of Security Services conducts a security review each year.	Annually

**FISCAL IMPACT**

This recommendation can be accomplished with existing resources.

**FINDING**

CCPD estimates that about 1,600 identified gang members live in the city. Of the 19 murders committed in Corpus Christi in 1996, nine were gang-related. Current reporting practices do not indicate how many of CCISD's behavior- and drug-related referrals are prompted by known or suspected gang members. Therefore, the district cannot make any correlation between gangs and persistent misbehavior.

Many gang experts, however, view persistent misbehavior problems in student referrals as a symptom of gang activity. In other words, gangs tend to encourage their members to be disruptive and antisocial.

**Exhibit 12-13**  
**Students Referred For Participation**  
**in Behavior-Related Incidents**  
**1994-96**

Offense	1993-94	1994-95	1995-96
Arson	2	3	3
Conduct punishable as a felony	-	-	7
Criminal mischief	2	1	-
Damaging/destroying school property	3	15	9
Dangerous instrument	46	73	54
Disruptive activity	3	8	23
Engaging in unwanted physical familiarity	5	5	1
Extortion	1	1	3
Felony charges	-	-	15
Felony/misdemeanor crime	16	11	-
Gang activity	-	-	5
Misdemeanor crime	-	-	6
Paging device	24	12	3
Persistent misbehavior	388	624	731
Public lewdness	3	1	4
Retaliation	-	-	4
Sexual harassment	-	2	1

Theft (removing any item of personal property)	5	8	7
Verbal abuse/derogatory remarks	30	21	29
Violent behavior	46	74	93
Weapons	35	26	18
Assault:	183	133	56
Offenders			22
Accomplices			
Terroristic Threats:	-	-	26
Offenders	-	-	-
Accomplices			
<b>Total</b>	<b>792</b>	<b>1,018</b>	<b>1,120</b>

*Source: Office of Administrative Services, CCISD.*

**Exhibit 12-13** shows that persistent misbehavior accounted for 49 percent of referrals from CCISD's regular schools in 1993-94, 61 percent in 1994-95, and 65 percent in 1995-96.

Over the last five years, student removals have increased every year except for the most recent year, growing from 351 in 1992-93 to 1,150 in 1995-96 (**Exhibit 12-14**).

**Exhibit 12-14**  
**CCISD Discipline Referrals**  
**1993-96**

	<b>1992-93</b>	<b>1993-94</b>	<b>1994-95</b>	<b>1995-96</b>
Removals	351	496	707	1,150
Expulsions	250	452	488	191
<b>Total</b>	<b>601</b>	<b>948</b>	<b>1,195</b>	<b>1,341</b>

*Source: Office of Administrative Services, CCISD*

Expulsions sharply rose from 250 in 1992-93 to 488 in 1994-95, then declined to 191 in 1995-96.

**Recommendation 108:**

In cooperation with the Corpus Christi Police Department, identify and report known gang members enrolled in CCISD.

Historical incidents involving marijuana, persistent misbehavior, and paging devices should be examined in the context of overall gang activity. The devised methodology should assist the district in determining the influence of the gangs in the district.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The director of Security Services, with the assistance of the CCPD develops a methodology for identifying and reporting known gang members enrolled in CCISD and connecting them with behavior- and drug-related incidents. The information on reported gang members should be provided to the Security Services, the CCPD, the superintendent, and the principals of the schools in which gang members are enrolled.	November 1997
2. The director of Security Services incorporates the use of this methodology in the daily operations of Security Services.	June 1998

**FISCAL IMPACT**

This recommendation can be accomplished with existing resources.

# Discipline Management

## CURRENT SITUATION

Since 1995, each Texas school district has been required to adopt a code of student conduct. The code must establish standards for student behavior and comply with the *Texas School Law Bulletin*, Chapter 37, Subchapter A. Depending on the nature of a violation, students can receive an in-school suspension, be placed in an alternative education program or the Juvenile Justice Alternative Education Program, or be expelled.

CCISD publishes its code of conduct in its *Student Code of Conduct and Discipline Guidelines* and a summarized version of the code in its *Student and Parent Handbook*. Parents are required to sign and return an acknowledgment to the school principal that they understand the *Code of Conduct*.

CCISD has implemented programs for at-risk students, including dispute resolution, peer mediation, and Drug Abuse Resistance Education (D.A.R.E.). **Exhibit 12-15** presents a summary of these and other at-risk programs.

**Exhibit 12-15**  
**Initiatives for Improving Student Achievement**  
**CCISD Office for At-Risk Programs**  
**1996-97**

<b>Program</b>	<b>Goal</b>	<b>Target</b>	<b>Activities</b>	<b>Expected Outcome</b>
ASPIRE	Improve students' self-awareness, self-esteem, and grades.	Twenty-five selected students in Grades 6-8 at Cunningham Middle School	Work with at-risk students and their families in providing assistance in school and home problems.	Improve students' self-esteem and work with the students and their families.
Dispute Resolution / Peer Mediation	Teach conflict resolution skills to elementary	Students in Grades 3-8	Provide classroom instructions in dealing with conflicts in	Students will be able to deal with conflicts at school as well as at home.

	and middle school students.		turn, students are trained to deal with conflicts in their life.	
Drug Abuse Resistance Education (DARE)	Prevent substance abuse	Grades 5 and 7 and two classes in grade 9	Provide classroom instruction for preventing substance abuse. Give students a method of developing their self-esteem.	Provide students with the latest information on substance abuse, and gang violence.
Learning for Life Program	Teach values, develop self-esteem, and help build character.	Seven elementary, three middle, and five high schools	About 3,100 students receive instructions on becoming upstanding citizens for the community.	Provide classroom instructions for developing students' self-esteem, instill values, and assist campuses in helping students build strong character.
Teen Court	Support concept through Juvenile Justice Center.	All middle and high school students	Court proceeding in dealing with 360 referrals of students in and out of school settings.	Provide direction in dealing with minor citations and give students opportunities to correct mistakes.

*Source: Office for At-Risk Programs, CCISD*

### **FINDING**

The "Take a Stand" educational program against drugs, weapons, and misbehavior--is CCISD's initiative in combating the rising number of behavior- and drug-related offenses occurring across the district.

"Take a Stand" is composed of three components: a school safety responsibility component, a violence/weapons prevention program, and a system to rapidly report any disruptive campus incident to the Division of Instruction and Operations (**Exhibit 12-16**).

**Exhibit 12-16**  
**"Take a Stand" Program**

<b>Phase</b>	<b>Tasks</b>
Phase 1: The Board of Trustees committed to a zero-tolerance policy on drugs, weapons, violence, and disruptive behavior.	<ul style="list-style-type: none"> <li>• At the beginning of the school year, campus principals were provided "Take a Stand" brochures and posters as well as instruction for explaining this zero-tolerance policy on the first day of school.</li> <li>• Teachers were provided information to use to discuss the district's zero-tolerance policy with students and to explain the rules and consequences of unacceptable behavior to students.</li> <li>• Students signed a pledge to abide by the district's guidelines.</li> <li>• Teachers were asked to review the "Take a Stand" Program weekly and to speak with students at least once every six weeks about its components.</li> </ul>
Phase 2: Students were asked to "Take a Stand" to keep their schools safe.	<p><b>High School Program</b></p> <ul style="list-style-type: none"> <li>• A 1-800 "Take a Stand" phone line and answering machine were installed at each high school in an administrator's office. Students can call anonymously to report hidden dangers, threats of violence, or gang activity.</li> <li>• A video featuring students from each high school was developed for the district's Channel One to encourage students to "Take a Stand" to keep their school safe.</li> <li>• Campus-specific posters were developed giving the hotline number and encouraging students to be responsible for school safety.</li> <li>• Business cards with the campus mascot and hotline number were given to each student.</li> </ul>



	<p><b>Middle School Program</b></p> <ul style="list-style-type: none"> <li>• A 1-800 "Take a Stand" telephone line and answering machine were installed at each middle school in an administrator's office. Students can call anonymously to report hidden dangers, threats of violence, or gang activity.</li> <li>• A video featuring middle school students was developed for Channel One to encourage students to "Take a Stand" to keep their school safe. The middle school theme was "Take Care of Each Other Care About Your Friends."</li> <li>• Campus-specific posters were developed giving the hotline number and encouraging students to be responsible for school safety.</li> <li>• Stickers with the campus mascot and hotline number were given to each student.</li> </ul> <p><b>Elementary School Program</b></p> <ul style="list-style-type: none"> <li>• The theme of "Your Teacher, Counselor, and Principal Are Your Friends" was used at the elementary level.</li> <li>• Districtwide posters for elementary students were developed using a friendly cartoon character that encouraged students to report dangers or unsafe situations to the appropriate adult.</li> <li>• Teachers are encouraged to talk and role-play with their students on a regular basis to get the "Take A Stand" message across.</li> </ul>
<p>Phase 3: Parents and community members were asked to "Take a Stand."</p>	<ul style="list-style-type: none"> <li>• On November 25, 1993 the Corpus Christi Caller-Times "People" section encouraged parents to "Take a Stand" to make schools safe.</li> <li>• In fall 1994, billboard programs and other public service activities were developed to gain parent and community support for the "Take a Stand" program.</li> <li>• In summer 1994, the Corpus Christi Police Department began a campaign entitled "Weapons Watch." A special telephone number, 888-TIPS, is used for persons to call in tips regarding weapons that may be on the school campus or in the vicinity of the campus</li> </ul>

	Persons may earn a \$50 cash award if a weapon is confiscated. These announcements appear on local television stations regularly and are publicized aggressively throughout the community.
--	--

*Source: Division of Instruction and Operations, CCISD.*

One key strategy of "Take A Stand" was the adoption of a zero-tolerance discipline policy for all students and employees in the district. Under the zero-tolerance policy adopted in 1993-94, the district informs students and parents of the consequences for committing a criminal offense on school property.

The district also installed toll-free telephone lines and answering machines in middle and high schools and encouraged students to anonymously report criminal activity including drugs, weapons, and other unlawful activity. This part of the program was based on the national Crimestoppers program encouraging community residents to report criminal activity to law enforcement agencies.

Since the implementation of "Take A Stand" in 1993-94, however, behavior- and drug-related offenses have risen by 12 percent, from 1,195 in 1994-95 to 1,341 in 1995-96 (**Exhibit 12-17**).

**Exhibit 12-17**  
**Behavior- and Drug-Related Offenses in CCISD**  
**1993-1997**

<b>Offenses</b>	<b>1992-93</b>	<b>1993-94</b>	<b>1994-95</b>	<b>1995-96</b>	<b>1996-97 *</b>
Behavior-Related	512	792	1,018	1,120	905
Drug-Related	89	156	177	221	231
<b>Total</b>	<b>601</b>	<b>948</b>	<b>1,195</b>	<b>1,341</b>	<b>1,136</b>

*\*Indicates partial year data.*

*Source: Office of Administrative Services, CCISD*

During the review team's visit to the district, many central and campus administrators indicated only a general awareness of the "Take a Stand" program and were not able to describe either their part in the program or

its specific goals. Some officials also indicated that they had lost faith in the effectiveness of the program.

"Take A Stand" began with a strong statement of support from the board and a campaign to enlist the support of staff, students, and parents. Although the district's zero-tolerance policy is commendable, the district is not planning for or developing specific programs and/or policies that target drugs and violence in the district, nor are they coordinating related activities with the city, county, business community, and local service organizations. From the beginning, CCISD did not incorporate detailed and measurable goals and objectives or implementation steps into "Take A Stand."

Besides "Take A Stand," CCISD has implemented Campus Crime Stoppers, a crime prevention program, and has worked with the CCPD's JET, Nueces County Juvenile Justice Center, Nueces County Sheriff's Department, City of Corpus Christi, and other local law enforcement agencies to develop a county-wide Gang Task Force. However, CCISD's sole gang awareness program--Gang Resistance Intervention and Prevention Education (GRIPE)--is loosely organized and not fully backed by district officials. Security Services has conducted presentations on school violence and gangs to parents, students, and staff through this program, but employs only one person to develop and deliver these presentations. With the rise in persistent misbehavior in the district and an estimated 1,600 gang members in Corpus Christ, current efforts are inadequate to address the gang problem CCISD faces.

**Recommendation 109:**

Build on the commitment of the "Take a Stand" program and develop and implement a comprehensive anti-drug and anti-violence prevention and intervention program that focuses on the interrelationships among gangs, drugs, and violence in CCISD.

The support of CCISD's board and staff, students, parents, and community members in the fight against drugs, weapons, and misbehavior is essential. The district must enlist the support of all community organizations, including the Mayor's Office, CCPD, the Nueces County Juvenile Justice Center, the business community, churches, and local social service organizations, such as the Boys and Girls Club of America, in developing and implementing an anti-gang, drug, and violence program. The causes of these problems are community-wide and only can be effectively addressed with a cohesive, coordinated, community program.

CCISD's comprehensive anti-drug and anti-violence program should include:

- effective communication among the various community organizations listed above. The district should create a directory of these organizations with contact names, descriptions of the organization's responsibilities, addresses, and telephone numbers. This directory should be available to all teachers and school administrators in the district. District officials should meet regularly with the contacts at these organizations.
- education programs for teachers and school administrators in dealing with delinquent children and gang members. The district should make gang awareness training such as GRIPE, a part of the regular teacher training program.
- anti-drug and anti-violence prevention programs for students. These programs include drug, alcohol, and delinquency prevention programs, such as D.A.R.E. and CHOICES; gang awareness programs, such as the Gang Resistance Education and Training Program (G.R.E.A.T.); and dispute resolution/ peer mediation programs. The district should learn from the anti-drug and anti-violence prevention programs of the Nueces County Juvenile Justice Center, including Life Skills Training, G.U.I.D.E. Mentoring Program, and Make Amends Program. The district should designate one of its new certified peace officers to coordinate these efforts and expand its programs in this area.
- performance tracking for each participating group in the district, including district administrators, school administrators, teachers, students, and security personnel. This report should compare key performance measures for each group over the last five years. Examples of these measures are described in **Exhibit 12-18**.

**Exhibit 12-18**  
**Sample Performance Measures**  
**for an Anti-Drug and Anti-Violence Program**

<b>District Administrators</b>
<ul style="list-style-type: none"> <li>• Number of behavior-related incidents in the district over the last five years.</li> </ul>
<ul style="list-style-type: none"> <li>• Expenditures on the removal of graffiti on school property over the last five years.</li> </ul>
<ul style="list-style-type: none"> <li>• Number of drug-related incidents in the entire district over the last five years.</li> </ul>
<ul style="list-style-type: none"> <li>• Number of students referred to guidance programs over the last five years</li> </ul>

by program.
<ul style="list-style-type: none"> <li>Percent of students returning to alternative education centers or schools after successfully completing the program.</li> </ul>
<ul style="list-style-type: none"> <li>Perceptions of school safety and violence of central administrators, school administrators, teachers, and students.</li> </ul>
<b>School Administrators</b>
<ul style="list-style-type: none"> <li>Number of behavior-related incidents over the last five years by type for the individual school.</li> </ul>
<ul style="list-style-type: none"> <li>Number drug-related incidents compared over the last five years by type for the individual school.</li> </ul>
<ul style="list-style-type: none"> <li>Number of persistent misbehavior-related incidents over last five years by type for the individual school.</li> </ul>
<ul style="list-style-type: none"> <li>Truancy rates of students.</li> </ul>
<ul style="list-style-type: none"> <li>Attendance rates of students.</li> </ul>
<ul style="list-style-type: none"> <li>Dropout rates of students.</li> </ul>
<b>Teachers</b>
<ul style="list-style-type: none"> <li>Percent of teachers attending specialized training classes on student behavior.</li> </ul>
/td>
<b>Students</b>
<ul style="list-style-type: none"> <li>Percent of students attending drug awareness/prevention programs.</li> </ul>
<ul style="list-style-type: none"> <li>Average number of times students attended drug awareness/prevention programs during school career.</li> </ul>

<ul style="list-style-type: none"> <li>• Percent of students committing persistent behavior incidents by grade.</li> </ul>
<ul style="list-style-type: none"> <li>• Percent of at-risk students participating in initiatives for improving student achievement by grade.</li> </ul>
<b>Security Personnel</b>
<ul style="list-style-type: none"> <li>• Number of police officers and security guards per student by school.</li> </ul>
<ul style="list-style-type: none"> <li>• Level of cooperation between Security Services and other law enforcement agencies.</li> </ul>
<ul style="list-style-type: none"> <li>• Percent of security personnel with specialized training or certifications (peace officers, juvenile justice, etc.).</li> </ul>
<ul style="list-style-type: none"> <li>• Number of gang awareness programs offered by Security Services.</li> </ul>
<ul style="list-style-type: none"> <li>• Number of drug awareness/prevention programs offered by Security Services.</li> </ul>

*Source: Neal & Gibson.*

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The superintendent enlists the support of the Mayor's Office, the CCPD, Nueces County Juvenile Justice Center, the business community, and social service organizations to implement a comprehensive anti-gang, anti-drug, and anti-violence program.	November 1997
2. The superintendent creates an ad hoc committee to develop a districtwide anti-gang, anti-drug, and anti-violence program-the new "Take a Stand" program-incorporating elements of prevention, intervention, and enforcement in the program. The committee should include the director of Administrative Services and representatives from JET, the Mayor's Office, Nueces County Juvenile Justice Center, the business community, and local service organizations. The director of Security Services should lead the formulation and implementation of the program.	December 1997
3. The ad hoc committee completes a comprehensive evaluation of other successful programs throughout the nation including the anti-	June 1998

gang programs in San Diego, Detroit, Denver, and other cities across the nation.	
4. The ad hoc committee drafts the new "Take a Stand" program with detailed and measurable goals and objectives and specific steps for implementation.	July 1998
5. The superintendent approves the new "Take a Stand" program submitted by the ad hoc committee.	August 1998
6. All involved parties in CCISD and Corpus Christi complete the implementation of the new "Take a Stand" program throughout the district and Corpus Christi.	September 1998
7. The members of the ad hoc committee regularly meet to discuss the progress of the program.	Ongoing

### **FISCAL IMPACT**

The development and implementation of an information-sharing network with community organizations could be accomplished within existing resources. Developing and printing a directory of these organizations should cost about \$700, assuming a directory of 15 pages at 15 cents per page and the distribution of five directories to each of the 63 district schools. CCISD should devote two hours of one of its districtwide staff development days to train teachers on handling delinquent children and gang awareness and prevention.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>
Develop and distribute directory of community organizations	\$0	(\$700)	(\$700)	(\$700)	(\$700)

# Appendices

Student Survey

Parent Survey

Teacher Survey

Administrator Survey

TAAS Mathematics Passing Rates for Texas

Purchase Requisition, Ordering and Distribution Process

Central Stockroom Requisition Process

Textbook Distribution and Return Process

CCISD Public/Community Input Results



# Appendix A

## Student Survey

	<b>Question</b>	<b>Number of Responses</b>	<b>No Response</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
01	I like my school	380	1.1%	15.5%	47.1%	17.6%	11.3%	7.4%
02	My teacher explains materials and assignments clearly.	380	1.1%	11.1%	50.3%	17.1%	15.8%	4.7%
03	My teacher cares about how well I do.	380	0.8%	18.9%	46.3%	23.4%	7.4%	3.2%
04	My teacher gives me individual attention.	380	0.8%	8.4%	38.7%	27.6%	19.7%	4.7%
05	My teacher praises me when I do well on my school work.	380	1.1%	11.3%	33.4%	25.3%	22.4%	6.6%
06	My teacher treats me with respect.	380	1.1%	18.7%	49.5%	18.2%	7.4%	5.3%
07	My principal treats me with respect.	380	0.8%	13.2%	30.3%	42.1%	6.8%	6.8%
08	My assistant principal treats me with respect.	380	1.1%	15.3%	32.1%	38.2%	5.5%	7.9%
09	I work hard on my school work.	380	0.5%	23.9%	47.1%	18.2%	7.4%	2.9%
10	I am	380	0.8%	22.4%	49.5%	18.2%	7.6%	1.6%

	challenged by my school work.							
11	My class(es) have enough books, supplies and classroom materials for all students.	380	0.8%	16.8%	47.9%	15.5%	15.3%	3.7%
12	My textbooks are available to me on the first day of school.	380	0.3%	13.2%	39.2%	19.7%	22.4%	5.3%
13	The textbooks issued to me are in good condition	380	0.8%	5.3%	28.4%	20.0%	30.5%	15.0%
14	I frequently check books out from the library	380	0.5%	7.9%	30.8%	17.9%	31.8%	11.1%
15	The library has enough interesting books for all students to check out.	380	0.5%	10.3%	37.1%	23.7%	18.2%	10.3%
16	Computers are available at my school whenever I need them.	380	0.5%	21.8%	46.3%	13.2%	11.3%	6.8%
17	I feel comfortable using computers.	380	0.8%	36.8%	43.9%	9.2%	6.6%	2.6%
18	My school is clean and	380	0.8%	10.8%	32.1%	21.8%	21.3%	13.2%

	well maintained.							
19	I like the food served at school.	380	1.1%	4.2%	18.4%	25.0%	23.9%	27.4%
20	Lunch time is long enough to allow me to buy and eat lunch.	380	1.3%	7.1%	31.3%	11.6%	22.4%	26.3%
21	I feel safe at school.	380	1.8%	7.1%	33.9%	28.7%	16.3%	12.1%
22	Student misbehavior often interferes with learning in my classes.	380	1.1%	16.3%	26.1%	26.8%	22.6%	7.1%
23	Students who misbehave are treated equally, no matter who they are.	380	1.1%	7.1%	22.9%	27.4%	24.5%	17.1%
24	I feel safe on the bus.	380	1.3%	4.7%	11.8%	72.6%	4.2%	5.3%
25	The bus is usually on time.	380	1.3%	4.7%	10.5%	74.2%	3.4%	5.8%
29	High School Only: School has prepared me for what I plan to do after graduation.	380	2.6%	14.2%	41.3%	24.2%	11.1%	6.6%
30	High School Only:	380	3.2%	11.6%	34.2%	34.2%	10.3%	6.6%

School has provided me with good career and college counseling.								
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## Appendix B

# Parent Survey

Question		Number of Responses	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
01a	CCISD school board members make sound decisions for CCISD.	141	9.9%	12.1%	53.2%	14.9%	7.1%	2.8%
01b	CCISD school board members understand student needs.	141	7.8%	5.0%	35.5%	15.6%	31.9%	4.3%
01c	The CCISD superintendent is an effective administrator.	141	9.2%	7.8%	36.9%	26.2%	12.8%	7.1%
01d	The CCISD administrative staff work well with the schools.	141	7.1%	8.5%	29.1%	31.9%	17.7%	5.7%
01e	The principal at my child(ren)'s school is available when I need him/her	141	6.4%	28.4%	44.0%	9.9%	8.5%	2.8%
01f	I know about the different programs and services provided by CCISD.	141	6.4%	10.6%	48.2%	7.1%	23.4%	4.3%
01g	Taxpayer dollars are being used	141	6.4%	7.8%	26.2%	20.6%	26.2%	12.8%

	wisely to support public education in CCISD.							
02a	The quality of instruction in my child(ren)'s school is good.	141	7.8%	19.1%	53.2%	4.3%	13.5%	2.1%
02b	The quality of instruction in my child(ren)'s school is better than it was 5 years ago.	141	6.4%	12.8%	37.6%	18.4%	17.0%	7.8%
02c	My child(ren) use computers at school.	141	7.1%	23.4%	58.2%	1.4%	7.8%	2.1%
02d	My child is taught the right subjects at school.	141	6.4%	22.0%	58.2%	6.4%	5.0%	2.1%
02e	Teachers in my child(ren)'s school know the material they teach.	141	6.4%	17.7%	58.2%	9.2%	7.8%	0.7%
02f	Teachers in my child(ren)'s school expect my child(ren) to do his/her very best.	141	6.4%	27.0%	51.8%	5.7%	7.8%	1.4%
02g	My child(ren)'s teacher works with me to improve the	141	6.4%	17.0%	45.4%	8.5%	20.6%	2.1%

	educational experience of my child.							
02h	CCISD does a good job of meeting the educational needs of many different students.	141	5.7%	12.1%	41.1%	15.6%	17.7%	7.8%
02i	CCISD students graduate with the skills they need to prepare them for jobs or more education.	141	7.1%	7.1%	39.0%	17.0%	20.6%	9.2%
02j	My child(ren)'s school has the materials and supplies it needs.	141	6.4%	10.6%	43.3%	14.9%	19.9%	5.0%
02k	The regular education program at my child(ren)'s school does a good job of educating students.	141	6.4%	10.6%	52.5%	12.1%	14.2%	4.3%
02l	The special education program at my child(ren)'s school does a good job of educating students.	141	6.4%	9.2%	30.5%	46.1%	5.7%	2.1%
02m	The special education	141	6.4%	10.6%	27.0%	45.4%	7.1%	3.5%

	program at my child(ren)'s school identifies the right students to receive services.							
02n	The compensatory education program at my child(ren)'s school does a good job at educating students.	141	7.1%	6.4%	29.1%	48.9%	6.4%	2.1%
02o	The vocational education program at my child(ren)'s school does a good job of educating students.	141	6.4%	6.4%	36.2%	44.7%	5.0%	1.4%
02p	The bilingual/ESL program at my child(ren)'s school does a good job of educating students.	141	7.1%	3.5%	27.0%	55.3%	5.7%	1.4%
02q	The bilingual/ESL program at my child(ren)'s school does a good job of identifying the right students to receive services.	141	7.1%	4.3%	22.7%	58.2%	7.1%	0.7%
02r	The gifted and	141	7.1%	7.8%	32.6%	40.4%	8.5%	3.5%



	talented program at my child(ren)'s school does a good job of educating students.							
02s	The gifted and talented program at my child(ren)'s school identifies the right students to receive services.	141	7.1%	9.2%	30.5%	39.7%	7.8%	5.7%
03a	I am encouraged to be involved at my child(ren)'s school.	141	7.1%	21.3%	53.2%	3.5%	11.3%	3.5%
03b	I feel welcome at my child(ren)'s school.	141	8.5%	28.4%	48.2%	4.3%	8.5%	2.1%
03c	CCISD communicates well with the community.	141	8.5%	10.6%	36.2%	17.0%	21.3%	6.4%
03d	The community is proud of the CCISD schools.	141	9.2%	14.2%	32.6%	23.4%	14.2%	6.4%
03e	CCISD often asks the community for comments and suggestions about the	141	7.8%	10.6%	28.4%	19.1%	24.1%	9.9%

	schools.							
03f	The community often provides suggestions and comments to the district.	141	7.8%	8.5%	39.7%	29.1%	13.5%	1.4%
03g	The district takes advantage of community comments and suggestions.	141	8.5%	6.4%	24.8%	31.9%	17.7%	10.6%
04a	My child(ren)'s school is clean.	141	7.8%	20.6%	53.2%	2.8%	12.1%	3.5%
04b	My child(ren)'s school is well maintained.	141	7.8%	20.6%	46.8%	5.0%	13.5%	6.4%
04c	The classes at my children's school are small enough so that each student receives individual attention from the teacher.	141	5.7%	13.5%	36.2%	11.3%	26.2%	7.1%
04d	My child(ren)'s school is not overcrowded.	141	6.4%	13.5%	31.9%	10.6%	25.5%	12.1%
04e	CCISD facilities are better today than they were 5 years ago.	141	5.7%	8.5%	34.8%	23.4%	19.1%	8.5%
05a	The district allocates	141	7.1%	3.5%	27.0%	28.4%	19.1%	14.9%

	funds fairly among schools.							
05b	The district allocates funds fairly among educational programs.	141	6.4%	3.5%	25.5%	29.8%	21.3%	13.5%
05c	CCISD handles its finances better today than 5 years ago.	141	7.1%	4.3%	18.4%	47.5%	12.1%	10.6%
06e	The school busses are safe for our children.	141	40.4%	6.4%	28.4%	14.2%	9.2%	1.4%
06f	The school buses are on time.	141	41.8%	5.7%	27.0%	18.4%	7.1%	
06g	The school buses have minimal breakdowns.	141	43.3%	5.0%	22.0%	23.4%	4.3%	2.1%
06h	The school buses adequately serve students in extracurricular activities such as band, choir and team sports.	141	41.8%	5.0%	24.1%	22.0%	5.0%	2.1%
06i	School bus drivers are dependable.	141	42.6%	6.4%	29.1%	19.1%	2.8%	
06j	School bus drivers are child friendly.	141	43.3%	5.0%	23.4%	21.3%	6.4%	0.7%
06k	CCISD bus	141	42.6%	4.3%	12.8%	34.8%	5.0%	0.7%

	service is better today than 5 years ago.							
07a	My children like the food.	141	6.4%	3.5%	31.9%	7.1%	35.5%	15.6%
07b	The cafeteria is clean.	141	7.1%	9.9%	58.2%	13.5%	10.6%	0.7%
07c	My child eats lunch at the right time.	141	6.4%	10.6%	54.6%	11.3%	14.2%	2.8%
07d	Food is available at a reasonable cost.	141	6.4%	14.9%	62.4%	7.1%	8.5%	0.7%
07e	Waiting time in lunch lines is kept to a minimum.	141	7.1%	9.9%	41.8%	19.1%	15.6%	6.4%
07f	CCISD food service is better today than it was 5 years ago.	141	6.4%	7.8%	19.1%	37.6%	19.9%	9.2%
08a	My children are safe in CCISD schools.	141	7.8%	12.8%	33.3%	7.8%	26.2%	12.1%
08b	My children are safe as they travel to and return home from school.	141	7.1%	11.3%	53.2%	9.9%	13.5%	5.0%
08c	CCISD elementary schools handle student misbehavior well.	141	10.6%	12.1%	46.8%	14.2%	12.1%	4.3%
08d	CCISD middle	141	9.2%	7.8%	26.2%	27.0%	19.9%	9.9%

	schools handle student misbehavior.							
08e	CCISD high schools handle student misbehavior well.	141	10.6%	4.3%	24.8%	34.0%	12.8%	13.5%
08f	CCISD schools are safer today than they were 5 years ago.	141	7.1%	8.5%	17.0%	24.1%	22.0%	21.3%

## Appendix C

# Teacher Survey

Question		Number of Responses	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
01a	The superintendent and central administration communicate well with my school.	355	4.5%	5.6%	42.3%	12.7%	25.1%	9.9%
01b	CCISD school board members make sound decisions	355	4.2%	2.8%	47.9%	16.6%	24.2%	4.2%
01c	The CCISD central administration staff helps my school.	355	3.1%	5.1%	38.0%	20.3%	24.8%	8.7%
01d	The CCISD central administration staff is helpful.	355	3.9%	6.5%	40.8%	18.3%	22.3%	8.2%
01e	CCISD is organized in a way that encourages student performance.	355	3.1%	11.3%	44.2%	9.3%	25.4%	6.8%
01f	CCISD is better managed that it was 5 years ago.	355	3.7%	9.6%	27.9%	26.5%	21.4%	11.0%
01g	Teachers Only: My principal is a	355	22.5%	22.0%	31.0%	4.8%	11.0%	8.7%

	strong instructional leader.							
01h	Teachers Only: My principal visits my classroom often enough.	355	23.9%	14.9%	28.7%	6.5%	16.6%	9.3%
02a	The quality of instruction in CCISD is good.	355	2.8%	15.8%	67.9%	4.5%	8.5%	0.6%
02b	The quality of instruction in CCISD is better than it was 5 years ago.	355	2.8%	16.3%	43.4%	20.8%	13.8%	2.8%
02c	Instructional supplies are readily available.	355	2.5%	7.6%	43.4%	5.9%	29.6%	11.0%
02d	Students at my school effectively use computers as part of their educational program.	355	2.5%	15.8%	41.7%	5.4%	27.6%	7.0%
02e	The curriculum matches student academic needs at my school.	355	2.8%	11.3%	57.5%	3.1%	22.0%	3.4%
02f	CCISD's curriculum is communicated and	355	2.3%	6.2%	39.4%	11.0%	29.6%	11.5%

	coordinated among all schools.							
02g	I am given adequate guidance by upper administrators in implementing the curriculum.	355	2.8%	9.0%	38.3%	13.5%	28.7%	7.6%
02h	CCISD's curriculum is communicated and coordinated from grade to grade on my school.	355	3.1%	11.5%	49.3%	10.7%	20.3%	5.1%
02i	Our school's teaching staff does a good job of presenting the curriculum to students.	355	3.4%	27.0%	56.9%	4.2%	7.9%	0.6%
02j	Grading is consistent across all schools.	355	2.3%	2.8%	13.5%	14.1%	47.3%	20.0%
02k	Student performance standards are consistent across all schools.	355	2.5%	6.5%	27.0%	12.4%	32.4%	19.2%
02l	CCISD uses TAAS results to improve instruction.	355	2.5%	15.2%	50.1%	15.8%	12.1%	4.2%
02m	CCISD does a good job of	355	3.4%	8.5%	53.5%	10.1%	19.4%	5.1%



	meeting the educational needs of a diverse student population.							
02n	CCISD students graduate with the skills they need to prepare them for the future.	355	3.4%	5.4%	47.0%	15.8%	24.5%	3.9%
02o	The regular education program at my school effectively educates students.	355	2.8%	12.4%	60.6%	9.0%	14.4%	0.8%
02p	The special education program at my school effectively educates students.	355	3.1%	14.9%	42.5%	17.7%	17.2%	4.5%
02r	The special education program at my school identifies the right students to receive services.	355	2.5%	16.1%	50.1%	16.1%	12.4%	2.8%
02s	The compensatory education program at my school effectively educates students.	355	5.9%	5.9%	31.3%	47.6%	8.5%	0.8%

02t	The vocational education program at my school effectively educates students.	355	9.9%	8.7%	22.0%	51.3%	6.5%	1.7%
02u	The bilingual/ESL program at my school effectively educates students.	355	3.1%	9.9%	39.7%	33.5%	12.1%	1.7%
02v	The gifted and talented program at my school effectively educates students.	355	5.1%	10.4%	32.1%	36.9%	13.5%	2.0%
02w	The gifted and talented program at my school identifies the right students to receive services.	355	5.9%	6.5%	35.8%	35.8%	13.8%	2.3%
02x	Teachers Only: I have had adequate training in using technology as an instructional tool.	355	28.7%	9.6%	31.8%	1.7%	19.7%	8.5%
02y	Teachers Only: Technology is readily available for	355	29.0%	9.0%	26.8%	3.7%	18.9%	12.7%

	me to educate students.							
02z	Teachers Only: I feel comfortable using computers as part of my class.	355	28.7%	14.4%	33.0%	5.9%	14.4%	3.7%
03a	The staff development I have received has improved my job performance.	355	2.8%	11.5%	53.0%	7.3%	17.2%	8.2%
03b	The district does a good job of recruiting qualified teachers.	355	2.8%	7.9%	53.2%	20.3%	12.7%	3.1%
03c	The district does a good job of disciplining staff.	355	2.5%	3.9%	29.3%	33.5%	23.9%	6.8%
03d	The district does a good job of rewarding superior staff performance.	355	3.7%	2.0%	17.5%	19.2%	43.7%	14.1%
03e	The district does a good job of administering benefits.	355	3.4%	3.9%	42.0%	20.3%	22.3%	8.2%
03f	I receive timely and thoughtful feedback through performance	355	2.8%	9.0%	58.9%	7.3%	16.1%	5.9%

	evaluations.							
03g	The staff evaluation process has improved my ability to do my job.	355	3.4%	5.4%	39.2%	16.3%	25.9%	9.9%
03h	I am satisfied with my salary.	355	2.8%	0.8%	18.3%	5.6%	44.5%	27.9%
04a	Parents are actively involved in my school.	355	2.8%	15.8%	47.0%	5.6%	20.3%	8.5%
04b	Community members are actively involved in my school.	355	2.8%	11.5%	47.6%	7.9%	25.6%	4.5%
04c	CCISD communicates well with the community.	355	3.4%	6.2%	51.0%	13.0%	22.5%	3.9%
04d	The community is proud of the schools in CCISD.	355	3.4%	5.1%	55.5%	18.0%	17.2%	0.8%
04e	The district often solicits comments and suggestions from the community.	355	3.7%	7.0%	51.5%	16.3%	18.9%	2.5%
04f	The community often provides comments and suggestions to the district.	355	3.4%	8.5%	58.3%	17.5%	11.0%	1.4%
04g	The district takes	355	3.7%	6.5%	36.3%	28.7%	21.1%	3.7%

	advantage of community comments and suggestions.							
04h	The community is more involved in CCISD that it was 5 years ago.	355	3.7%	9.9%	39.4%	30.7%	14.6%	1.7%
05a	My school is kept clean.	355	3.4%	21.7%	47.9%	1.7%	18.9%	6.5%
05b	My school's facilities are well maintained.	355	2.5%	14.9%	43.7%	2.0%	27.0%	9.9%
05c	My school's facilities are not overcrowded.	355	2.5%	10.7%	49.6%	1.7%	22.0%	13.5%
05d	CCISD's facilities department meets or exceeds my expectations.	355	3.4%	3.1%	31.3%	22.0%	32.4%	7.9%
05e	CCISD's ongoing construction projects meet the district's greatest facilities needs.	355	2.8%	3.9%	34.4%	18.0%	29.9%	11.0%
05f	CCISD facilities are in better shape than they were 5 years ago.	355	2.8%	5.9%	38.6%	26.2%	18.6%	7.9%
06a	The equipment I use is replaced	355	3.4%	2.0%	28.5%	13.0%	36.3%	16.9%

	before it becomes obsolete.							
06b	CCISD has adequate safety policies and procedures to avoid on-the-job injuries.	355	2.8%	9.0%	72.4%	8.2%	6.2%	1.4%
06c	I am satisfied with my health coverage and co-pay requirements.	355	3.4%	2.5%	31.5%	13.0%	31.8%	17.7%
07a	The district allocates funds fairly among schools.	355	2.5%	1.7%	27.0%	19.4%	32.7%	16.6%
07b	The district allocates funds fairly among educational programs.	355	2.8%	2.0%	23.1%	20.8%	36.9%	14.4%
07c	The district budgeting process works well.	355	2.8%	2.0%	22.8%	34.1%	28.7%	9.6%
07d	My school budgeting process	355	2.5%	3.9%	47.3%	16.9%	20.0%	9.3%
	works well.							
07e	I know what the district spends on education.	355	3.4%	2.5%	33.2%	18.0%	30.4%	12.4%
07f	I have a say in deciding how funds are	355	3.1%	8.7%	40.0%	11.8%	24.5%	11.8%

	spent at my school.							
07g	I am satisfied with my ability to obtain accurate, consistent and timely financial information.	355	3.7%	2.5%	34.6%	24.5%	26.5%	8.2%
07h	CCISD's financial situation is better than it was 5 years ago.	355	4.2%	2.5%	23.4%	47.9%	16.3%	5.6%
08a	The requisition process for obtaining supplies is efficient.	355	3.7%	2.0%	43.9%	11.3%	28.7%	10.4%
08b	The requisition process for obtaining equipment is efficient.	355	3.9%	1.4%	35.2%	14.4%	34.4%	10.7%
08c	Purchasing procedures are not cumbersome.	355	3.7%	1.1%	33.0%	18.6%	34.1%	9.6%
08d	I can obtain textbooks when I need them.	355	4.8%	6.5%	45.4%	22.5%	17.2%	3.7%
08e	The district strictly adheres to its purchasing policies.	355	3.9%	5.9%	36.9%	43.7%	6.8%	2.8%

08f	CCISD's purchasing processes are better than they were 5 years ago.	355	3.9%	3.9%	22.3%	54.1%	11.5%	4.2%
09a	The school busses are safe for children.	355	4.5%	5.9%	54.4%	26.8%	7.0%	1.4%
09b	The school buses are on time.	355	4.5%	6.5%	53.5%	29.6%	5.9%	
09c	The school busses have minimal breakdowns.	355	5.4%	5.6%	43.7%	42.5%	2.5%	0.3%
09d	That school buses are safe for our drivers.	355	4.8%	6.2%	47.3%	38.9%	2.5%	0.3%
09e	The school buses adequately serve students in extracurricular activities.	355	4.8%	6.2%	54.4%	25.1%	8.5%	1.1%
09f	School bus drivers are dependable.	355	4.5%	7.3%	57.2%	27.9%	3.1%	
09g	School bus drivers are friendly to children.	355	4.5%	6.5%	50.4%	33.8%	4.8%	
09h	Children at my school do not spend too much time traveling to school or home from	355	4.8%	11.0%	43.1%	33.5%	7.6%	



	school on the bus.							
09i	CCISD's transportation is better than it was 5 years ago.	355	5.1%	5.4%	29.9%	56.3%	1.7%	1.7%
10a	The food is of high quality.	355	3.4%	1.4%	28.7%	15.8%	39.4%	11.3%
10b	The cafeteria is clean.	355	3.4%	11.0%	69.3%	8.5%	5.6%	2.3%
10c	Food is available at a reasonable cost.	355	3.4%	14.4%	69.6%	7.6%	4.5%	0.6%
10d	Waiting time in lunch lines is kept	355	3.4%	11.8%	62.8%	9.0%	11.3%	1.7%
	to a minimum.							
10e	Plate waste is kept to a minimum.	355	3.1%	3.9%	42.0%	26.2%	21.4%	3.4%
10f	Food is provided with good service.	355	3.1%	9.0%	68.7%	11.0%	6.5%	1.7%
10g	Appropriate attempts are made not to distinguish students who are receiving free or reduced priced lunches from other students eating at the cafeteria.	355	3.4%	14.1%	62.5%	13.0%	5.1%	2.0%
10h	CCISD food service is better than it was 5 years	355	3.9%	7.0%	31.0%	40.3%	13.8%	3.9%

	ago.							
11a	My school is safe and secure.	355	3.1%	10.4%	59.4%	3.7%	18.6%	4.8%
11b	My school is safer than it was 5 years ago.	355	3.7%	9.3%	27.3%	31.3%	23.7%	4.8%
11c	School violence has increased in my school in the past 5 years.	355	3.4%	10.4%	30.7%	11.5%	34.9%	9.0%
11d	School violence has increased in CCISD in the past 5 years.	355	2.8%	22.0%	55.2%	12.7%	5.1%	2.3%
11e	Alcohol, drug and tobacco use is a problem among students at my school.	355	2.8%	11.5%	27.0%	7.9%	34.6%	16.1%
11f	The student code of conduct is applied consistently across schools.	355	3.1%	2.8%	26.5%	11.5%	39.2%	16.9%
11g	My school handles student misbehavior.	355	3.7%	16.9%	53.0%	4.2%	14.1%	8.2%
11h	CCISD's Office of Security Services effectively	355	3.4%	9.0%	34.1%	44.5%	6.2%	2.8%

	responds to calls for assistance.							
12a	Technology is readily available for me to fulfill my administrative duties.	355	9.3%	9.3%	33.0%	14.4%	22.5%	11.5%
12b	MIS staff are customer friendly and help me do my job.	355	11.5%	7.9%	34.1%	37.5%	6.2%	2.8%
12c	MIS requests are completed quickly.	355	11.5%	5.4%	31.0%	41.4%	8.2%	2.5%
12d	MIS requests are completed with few errors.	355	12.4%	5.1%	33.0%	43.1%	4.8%	1.7%
12e	Computer downtime is minimal.	355	11.0%	3.1%	38.0%	35.2%	9.9%	2.8%
12f	I am given adequate support to effectively use technology	355	11.0%	6.2%	36.6%	21.7%	16.6%	7.9%
12g	CCISD's computer systems are better today than they were 5 years ago.	355	10.1%	13.0%	41.1%	24.8%	5.6%	5.4%

## Appendix D

# Administrator Survey

Question		Number of Responses	No Response	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
01a	The superintendent and central administration communicate well with school staff.	80	12.5%	51.2%	7.5%	26.3%	2.5%	
01b	CCISD school board members make sound decisions.	80	1.3%	61.3%	20.0%	17.5%		
01c	CCISD board members deal with policy issues rather than day-to-day operations.	80	1.3%	38.8%	10.0%	42.5%	7.5%	
01d	The CCISD central administration staff works well with school staff.	80	1.3%	16.3%	61.3%	12.5%	7.5%	1.3%
01e	CCISD is organized in a way that encourages student performance.	80	21.2%	42.5%	25.0%	10.0%	1.3%	
01f	CCISD is organized in a way that encourages staff performance.	80	12.5%	37.5%	10.0%	36.2%	3.7%	

01g	Our district has implemented a long-range plan.	80	22.5%	55.0%	16.3%	6.3%		
01h	Our district's long-range plan helps us make sound decisions.	80	1.3%	16.3%	47.5%	16.3%	16.3%	2.5%
01i	CCISD is better managed today than it was 5 years ago.	80	20.0%	36.2%	20.0%	20.0%	3.7%	
02a	The quality of instruction in CCISD is good.	80	13.8%	67.5%	15.0%	3.7%		
02b	The quality of instruction in CCISD is better than it was 5 years ago.	80	18.8%	38.8%	30.0%	11.3%	1.3%	
02c	CCISD teachers do a good job of presenting curriculum to students.	80	1.3%	7.5%	60.0%	20.0%	11.3%	
02d	Instructional supplies are readily available.	80	1.3%	6.3%	46.3%	27.5%	13.8%	5.0%
02e	All students effectively use computers as part of their educational	80	1.3%	22.5%	27.5%	36.2%	12.5%	

	program.							
02f	The curriculum matches student academic needs.	80	5.0%	45.0%	30.0%	17.5%	2.5%	
02g	Teachers are given adequate guidance in implementing the curriculum.	80	1.3%	5.0%	41.2%	33.8%	18.8%	
02h	CCISD's curriculum is communicated and coordinated from grade to grade.	80	10.0%	37.5%	40.0%	12.5%		
02i	CCISD's curriculum is communicated and coordinated among all schools.	80	6.3%	41.2%	32.5%	13.8%	6.3%	
02j	Grading is consistent across all schools.	80	13.8%	30.0%	43.8%	12.5%		
02k	Student performance standards are consistent across all schools.	80	13.8%	30.0%	23.7%	27.5%	5.0%	
02l	CCISD uses TAAS results to improve instruction.	80	11.3%	66.2%	17.5%	5.0%		

02m	CCISD does a good job of meeting the educational needs of a diverse student population.	80	10.0%	50.0%	21.2%	15.0%	3.7%	
02n	CCISD students graduate with the skills they need to prepare them for the future.	80	1.3%	3.7%	45.0%	28.7%	18.8%	2.5%
03a	The staff development we provide our teaching staff helps them meet student needs.	80	1.3%	6.3%	51.2%	30.0%	11.3%	
03b	The staff development we provide our administrative staff helps them work with schools.	80	8.7%	47.5%	21.2%	20.0%	2.5%	
03c	The district does a good job of recruiting qualified teaching applicants.	80	1.3%	6.3%	45.0%	37.5%	8.7%	1.3%
03d	The district does a good job of disciplining staff.	80	1.3%	36.2%	25.0%	35.0%	2.5%	

03e	The district does a good job of recognizing superior staff performance.	80	7.5%	31.3%	22.5%	32.5%	6.3%	
03f	The district does a good job of administering benefits.	80	1.3%	8.7%	52.5%	18.8%	18.8%	
03g	I receive timely and thoughtful feedback through performance evaluations.	80	7.5%	55.0%	10.0%	23.7%	3.7%	
03h	The staff evaluation process has improved my ability to do my job.	80	6.3%	32.5%	25.0%	26.3%	10.0%	
03i	I am satisfied with my salary.	80	8.7%	46.3%	6.3%	30.0%	8.7%	
04a	Parents are actively involved in CCISDs schools.	80	1.3%	7.5%	51.2%	20.0%	18.8%	1.3%
04b	Community members are actively involved in CCISD's schools.	80	11.3%	63.7%	12.5%	12.5%		
04c	CCISD communicates well with the community.	80	6.3%	61.3%	16.3%	13.8%	2.5%	



04d	The community is proud of the schools in CCISD.	80	5.0%	57.5%	27.5%	10.0%		
04e	The district solicits comments and suggestions from the community.	80	1.3%	12.5%	53.7%	18.8%	13.8%	
04f	The community provides comments and suggestions to the district.	80	10.0%	63.7%	21.2%	5.0%		
04g	The district takes advantage of community comments and suggestions.	80	1.3%	11.3%	41.2%	25.0%	20.0%	1.3%
04h	The community is more involved in CCISD than it was 5 years ago.	80	13.8%	47.5%	27.5%	11.3%		
05a	CCISD facilities are clean.	80	2.5%	6.3%	71.3%	8.7%	11.3%	
05b	CCISD facilities are well maintained.	80	5.0%	50.0%	21.2%	20.0%	3.7%	
05c	CCISD facilities are not overcrowded.	80	5.0%	30.0%	15.0%	40.0%	10.0%	
05d	The CCISD facilities	80	3.7%	47.5%	18.8%	25.0%	5.0%	

	department provides services that meet or exceed expectations.							
05e	CCISD's ongoing construction projects meet the district's greatest facility needs.	80	5.0%	61.3%	11.3%	18.8%	3.7%	
05f	CCISD facilities are in better shape now that they were 5 years ago.	80	12.5%	52.5%	26.3%	7.5%	1.3%	
06a	Equipment in CCISD is replaced when necessary.	80	1.3%	45.0%	15.0%	33.8%	5.0%	
06b	CCISD had adequate safety policies and procedures to avoid on-the-job injuries.	80	16.3%	66.2%	11.3%	6.3%		
06c	I am satisfied with my health coverage and co-pay requirements.	80	7.5%	43.8%	17.5%	23.7%	7.5%	
07a	The district allocates funds fairly among schools.	80	7.5%	46.3%	26.3%	18.8%	1.3%	
07b	The district allocates	80	6.3%	35.0%	26.3%	27.5%	5.0%	

	funds fairly among educational programs.							
07c	The district budgeting process works well.	80	2.5%	45.0%	16.3%	30.0%	6.3%	
07d	I know what the district spends on education.	80	7.5%	51.2%	22.5%	16.3%	2.5%	
07e	I have a say in deciding how funds are spent.	80	5.0%	46.3%	12.5%	27.5%	8.7%	
07f	I am satisfied with my ability to obtain accurate, consistent, and timely financial information.	80	1.3%	8.7%	37.5%	16.3%	32.5%	3.7%
07g	CCISD's financial situation is better than it was 5 years ago.	80	1.3%	13.8%	31.3%	37.5%	15.0%	1.3%
08a	The requisition process for obtaining supplies is efficient.	80	1.3%	7.5%	51.2%	8.7%	26.3%	5.0%
08b	The requisition process for obtaining equipment is efficient.	80	1.3%	5.0%	48.7%	7.5%	31.3%	6.3%

08c	Purchasing procedures are not cumbersome.	80	1.3%	2.5%	38.8%	7.5%	42.5%	7.5%
08d	The district strictly adheres to its purchasing policies.	80	1.3%	8.7%	66.2%	18.8%	5.0%	
08e	CCISD purchasing processes are better than they were 5 years ago.	80	1.3%	11.3%	35.0%	38.8%	11.3%	2.5%
09a	The school buses are safe for our children.	80	1.3%	16.3%	62.5%	13.8%	6.3%	
09b	The school buses are on time.	80	1.3%	11.3%	58.8%	20.0%	7.5%	1.3%
09c	The school buses have minimal breakdowns.	80	1.3%	8.7%	45.0%	41.2%	2.5%	1.3%
09d	The school buses are safe for our drivers.	80	1.3%	13.8%	55.0%	30.0%		
09e	The school buses adequately serve students in extracurricular activities.	80	1.3%	12.5%	51.2%	23.7%	5.0%	6.3%
09f	School bus drivers are dependable.	80	1.3%	11.3%	55.0%	28.7%	3.7%	
09g	School bus drivers are	80	1.3%	5.0%	51.2%	42.5%		

	friendly to children.							
09h	Students in CCISD do not spend too much time traveling to school or home from school on the bus.	80	2.5%	10.0%	42.5%	38.8%	5.0%	1.3%
09i	CCISD's transportation is better than it was 5 years ago.	80	2.5%	21.2%	35.0%	36.2%	5.0%	
10a	Food is of high quality.	80	1.3%	5.0%	48.7%	25.0%	16.3%	3.7%
10b	The cafeteria is clean.	80	1.3%	13.8%	67.5%	15.0%	2.5%	
10c	Food is available at a reasonable cost.	80	1.3%	26.3%	57.5%	12.5%	2.5%	
10d	Waiting time in lunch lines is kept to a minimum.	80	1.3%	8.7%	58.8%	21.2%	8.7%	1.3%
10e	Plate waste is kept to a minimum.	80	1.3%	6.3%	31.3%	47.5%	13.8%	
10f	The food is provided with good service.	80	1.3%	7.5%	66.2%	23.7%	1.3%	
10g	All attempts are made not to distinguish students who are receiving free or reduced priced lunches	80	1.3%	20.0%	38.8%	37.5%	2.5%	

	from other students eating at the cafeteria.							
10h	CCISD's food service is better than it was 5 years ago.	80	1.3%	13.8%	38.8%	41.2%	5.0%	
11a	Schools in CCISD are safe and secure.	80	1.3%	6.3%	47.5%	13.8%	31.3%	
11b	Schools in CCISD are safer than they were 5 years ago.	80	2.5%	5.0%	31.3%	22.5%	35.0%	3.7%
11c	School violence has increased in CCISD in the past 5 years.	80	1.3%	18.8%	57.5%	12.5%	10.0%	
11d	Alcohol, drug and tobacco use is a problem among CCISD schools.	80	2.5%	13.8%	48.7%	17.5%	16.3%	1.3%
11e	The student code of conduct is applied consistently across schools.	80	1.3%	1.3%	26.3%	26.3%	37.5%	7.5%
11f	CCISD schools effectively handle student misbehavior.	80	1.3%	2.5%	35.0%	22.5%	33.8%	5.0%

12a	Technology is readily available for me to accomplish my administrative duties.	80	1.3%	10.0%	43.8%	2.5%	30.0%	12.5%
12b	MIS staff are customer friendly and help me do my job.	80	1.3%	17.5%	65.0%	8.7%	7.5%	
12c	MIS requests are completed quickly.	80	1.3%	13.8%	55.0%	17.5%	12.5%	
12d	MIS requests are completed with few errors.	80	1.3%	11.3%	61.3%	21.2%	5.0%	
12e	Computer downtime is minimal.	80	1.3%	10.0%	51.2%	27.5%	8.7%	1.3%
12f	I am given adequate support to effectively use technology.	80	1.3%	8.7%	50.0%	5.0%	28.7%	6.3%
12g	CCISD's computer systems are better today than they were 5 years ago.	80	1.3%	17.5%	42.5%	20.0%	13.8%	5.0%

# Appendix E

## TAAS Mathematics Passing Rates For Texas

### CCISD Elementary Schools and Texas TAAS Mathematics Student Passing Rates 1995 and 1996

Elementary Schools	1995	1996		Elementary Schools	1995	1996
Windsor Park	96.5	97.8		<b>Texas-grade 3</b>	73.3	76.7
Yeager	80.8	95.3		Los Encinos	69.2	76.3
Jones	88.9	93.9		Shaw	56.7	74.6
Sanders	96.8	92.4		Travis	62.3	73.1
Club Estates	87.8	90.6		Woodlawn	75.1	72.8
Chula Vista	73.6	89.5		Zavala	69.8	71.4
Schanen	83.6	84.9		Allen	60.9	70.2
Calk	73.1	84.6		Barnes	60.9	70.2
Lozano	84.9	84.6		Menger	71.0	69.7
Wilson Robert	77.5	84.5		Prescott	67.4	68.8
Casa Linda	69.5	84.3		Carroll Lane	47.9	67.9
Kostoryz	83.2	83.9		Houston	50.0	67.9
Montclair	82.9	83.4		Fannin	65.6	65.3
Smith	81.0	83.0		Lamar	72.8	63.3
Galvan	87.1	82.2		Crossley	66.2	61.1
Moore	62.3	80.9		Coles	57.3	60.0
Meadowbrook	82.0	80.7		Crockett	55.6	57.8
<b>Texas-grade 5</b>	72.6	79.0		Gibson	65.0	53.8
<b>Texas-grade 4</b>	71.1	78.5		Central Park	51.2	52.2
Oak Park	69.8	77.9		Evans	64.2	42.9
Lexington	66.7	77.0				

Sources:

*Academic Excellence Indicator System Report, Volumes I and II, 1995-1996 (obtained*



*from CCISD)*  
*Academic Excellence Indicator System (AEIS)*

## CCISD Middle Schools and Texas TAAS Mathematics Student Passing Rates 1995 and 1996

<b>Middle Schools</b>	<b>1995</b>	<b>1996</b>
Grant	74.3	84.3
<b>Texas-grade 6</b>	64.6	77.8
Baker	70.4	74.8
Cullen	59.9	73.5
<b>Texas-grade 7</b>	62.3	71.5
Kaffie	63.7	71.1
Browne	44.2	69.7
<b>Texas-grade 8</b>	57.3	69.0
Hamlin	59.3	67.1
Wynn Seale	33.3	59.2
Cunningham	28.3	58.4
Haas	52.1	57.4
Martin	48.8	57.2
South Park	42.4	55.8
Driscoll	31.2	47.4

*Sources:*

*Academic Excellence Indicator System Report, Volumes I and II, 1995-1996 (obtained from CCISD)*

*Academic Excellence Indicator System (AEIS)*

## CCISD High Schools and Texas TAAS Mathematics Student Passing Rates 1995 and 1996

<b>High Schools</b>	<b>1995</b>	<b>1996</b>
Carroll	65.3	70.8
King	69.7	69.1
<b>Texas-grade 10</b>	60.2	66.5
Ray	48.9	60.1
Moody	41.7	55.9
Miller	26.9	43.4

*Sources:*

*Academic Excellence Indicator System Report, Volumes I and II, 1995-1996 (obtained from CCISD)*

*Academic Excellence Indicator System (AEIS)*

## CCISD and Peer School Districts TAAS Mathematics Student Passing Rates 1996

### Third Grade

<b>District</b>	<b>Percent Passing</b>
Ysleta	82.1
Aldine	80.3
McAllen	78.6
Corpus Christi	77.9
Pasadena	77.6
<b>Texas</b>	76.7
Laredo	76.4
Northside	73.7
Ector County	72.8
Brownsville	72.3
Fort Worth	63.1

### Fourth Grade

<b>District</b>	<b>Percent Passing</b>
McAllen	81.9
Aldine	81.3
Ysleta	79.3
Laredo	79.1
Ector County	78.8
<b>Texas</b>	78.5
Corpus Christi	77.9
Pasadena	77.2
Brownsville	76.3
Northside	75.5
Fort Worth	62.4

### **Fifth Grade**

<b>District</b>	<b>Percent Passing</b>
McAllen	88.3
Ector County	83.9
Northside	81.5
Ysleta	80.4
Pasadena	79.0
<b>Texas</b>	79.0
Corpus Christi	78.2
Aldine	76.9
Brownsville	75.2
Laredo	73.0
Fort Worth	64.6

### **Sixth Grade**

<b>District</b>	<b>Percent Passing</b>
Ector County	85.2
Ysleta	82.3
Aldine	80.2

McAllen	79.1
Northside	75.7
Pasadena	74.7
Corpus Christi	73.2
Fort Worth	61.6
Brownsville	60.7
Laredo	60.2

### Seventh Grade

District	Percent Passing
Ysleta	73.7
Northside	73.6
McAllen	72.4
<b>Texas</b>	71.5
Aldine	66.3
Ector County	66.2
Corpus Christi	63.4
Pasadena	63.4
Laredo	56.7
Fort Worth	55.5
Brownsville	51.5

### Eighth Grade

District	Percent Passing
Northside	71.3
Ysleta	69.8
<b>Texas</b>	69.0
McAllen	67.9
Pasadena	65.8
Aldine	64.3
Ector County	62.1
Corpus Christi	60.0

Laredo	53.6
Fort Worth	52.2
Brownsville	48.3

### **Tenth Grade**

<b>District</b>	<b>Percent Passing</b>
<b>Texas</b>	66.5
Ector County	63.7
McAllen	61.2
Corpus Christi	61.1
Aldine	56.5
Brownsville	56.1
Fort Worth	54.9
Laredo	52.9

*Source: Academic Excellence Indicator System (AEIS)*

# Appendix F

## Purchase Requisition, Ordering and Distribution Process

Person Completing Task	Description of Steps	Time Days: Hours: Minutes
Requisitioner Individual school	1. Manually writes the purchase requisition form (outside purchase order form), including name, department, vendor, address, account number, date, item number, quantity, catalog number, description, and unit cost and calculates the total amount.  2. Completes purchase requisition form with fund, function, object, and sub-object codes from the chart of accounts.  3. Delivers form to school secretary.	1. 00:00:05  2. 00:00:05  3. 00:00:01
Secretary  Individual school	4. Manually verifies calculations on purchase requisition form.  7. Types (using a typewriter) the same information on the purchase requisition as well as the name of the requester and data of request or date typed. *  6. Submits typed purchase requisition to the assistant principal.	4. 00:00:03  7. 00:00:07  6. 00:00:02
Assistant Principal  Individual School	7. Reviews the typed purchase requisition and requests any necessary changes.  7. Approves and signs purchase requisition.	7. 00:00:05  7. 00:00:01
Secretary  Individual school	9. Files the requestioner's (blue) copy of the purchase requisition with a copy of the purchase requisition form ( outside purchase order form).  5. Forwards the signed purchase requisition to Finance.	9. 00:00:02  5. 01:00:00
Accounting Clerk  Finance	11. Stamps receipt date on purchase requisition.  5. Verifies account number and fund balance of requesting school.	11. 00:00:05  5. 00:00:04

	13. Returns to requisitioner in case of invalid account number or insufficient funds.	13. 01:00:00
	5. Files the (yellow) copy of the purchase requisition.	5. 00:00:02
	15. Forwards remaining copies of purchase requisition to secretary in Purchasing.	15. 00:04:00

*\* For purchases of supplies not available in stockroom and equipment.*

*Source: Purchasing and Distribution and Moody High School, CCISD.*

<b>Person Completing Task</b>	<b>Description of Steps</b>	<b>Time Days: Hours: Minutes</b>
Secretary  Purchasing and Distribution	16. Stamps receipt date on purchase requisition.	16. 00:00:01
	17. Manually logs the purchase requisition number and date received in the Lotus spreadsheet (confirm).	17. 00:00:01
	18. Forwards the purchasing copy of the purchase requisition to buyer responsible for that commodity.	18. 00:00:02
Senior (or Junior) Buyer  Purchasing and Distribution	19. Determines type of required purchasing method: purchase order, quote, or sealed bid or proposal.	
	22. Types the purchase order date, delivery date, name of vendor, item number, quantity, unit / measure, description, unit price, and total amount.	19. 00:00:02 22. 00:00:04
	21. Logs manually the purchase requisition number, vendor name, and purchase order number by date of the purchase order.	21. 00:00:02 22. 00:00:02
	22. Forwards to either the director or the assistant director of Purchasing for approval for approval and signature.	
Director or Assistant director	23. Reviews purchase order for accuracy and completeness and checks existence of blanket purchase order for the item.	23. 00:00:03 9. 00:00:01
Purchasing and Distribution	9. Signs approved purchase order. Assistant director signs purchase orders under \$5,000 or if the director is	25. 00:00:01

	absent. 25. Forwards signed purchase order to clerk/typist.	
Secretary	26. Files purchasing (pink) copy by vendor name and numerical (green) copy by purchase order number.	26. 00:00:02
Purchasing and Distribution	7. Forwards original (white), receiving copy (goldenrod), copies of purchase order to vendor.	7. 01:00:00
	28. Forwards requisitioner's processed (white) copy to requisitioner.	28. 01:00:00
	7. Enters purchase order number next to the purchase requisition number in Lotus spreadsheet (confirm: date).	7. 00:00:02
Supplier and/or Delivery Company	30. Receives and processes order.	30. 05:00:00

*Source: Purchasing and Distribution and Moody High School, CCISD.*

<b>Person Completing Task</b>	<b>Description of Steps</b>	<b>Time</b> <b>Days:</b> <b>Hours:</b> <b>Minutes</b>
Driver	31. Delivers items to Central Receiving.	31. 01:00:00
Supplier or Delivery Company	32. Unloads items into Central Receiving staging area of the Warehouse.	32. 00:00:02
	33. Provides freight bill, packing slip, and sometimes a copy of the purchase order.	33. 00:00:01
Assistant Manager	34. Assists in the unloading items into Central Receiving staging area.	34. 00:00:02
	37. Verifies contents of shipment, signs freight bill, and attaches a copy of the freight bill to shipment.	37. 00:00:05
Central Receiving	36. Locates a copy of the purchasing order associated with shipment and attaches it to freight bill.	36. 00:00:05
	37. Logs shipment in and initials the Central Receiving	37.



	<p>daily freight log by purchase order number. (The entries on the daily freight log are recorded in the computer log at the end of each day.)</p> <p>38. Unpacks items in shipment.</p> <p>37. Engraves and/or tags fixed asset items with the name of the district and school, purchase order number, date, tagging number, and serial number of the product and records item in the fixed asset (tag) log book.</p> <p>40. Prepares receiving report.</p> <p>37. Forwards copies to accounting (white), purchasing (yellow), and central receiving (pink).</p> <p>42. Places items in the staging area of central receiving for delivery or in staging area of stockroom for verification by stockroom manager.</p> <p>37. Places copy of receiving report (goldenrod) into box for the school.</p>	<p>00:00:03</p> <p>38. 00:00:10</p> <p>37. 00:00:20</p> <p>40. 00:00:04</p> <p>37. 01:00:00</p> <p>42. 00:00:05</p> <p>37. 00:00:02</p>
Manager stockroom	44. Verifies contents of shipments for stockroom and initials the Central Receiving daily freight log.	44. 00:00:04
Driver	45. Picks up receiving reports for schools and departments on the delivery route.	45. 00:00:02
Warehouse Services	3. Loads items into truck.	3. 00:00:03
	47. Delivers items to all schools on his route.	47. 00:00:20
Secretary	48. Accepts packages in the school's storeroom.	48. 00:00:08
	7. Verifies contents of the package against the delivery ticket and signs delivery ticket.	7. 00:00:04
School	50. Labels each package with the original requisitioner's name.	50. 00:00:02
	7. Completes forms (green) to notify teacher of delivery and put it the teacher's box.	7. 00:00:03
	52. Distributes requested items to the requester (or person / student sent by the requester).	52. 00:00:10

*Source: Purchasing and Distribution and Moody High School, CCISD.*

# Appendix G

## Central Stockroom Requisition Process

Person Completing Task	Description of Steps	Time Days: Hours: Minutes
Teacher  Individual school	1. Selects items from Stockroom Catalog.  2. Completes manually stockroom order form with teacher's name, department, account number, date, item number, quantity, commodity number, item description, unit, unit price and total price.  3. Submits to secretary in main office of school.	1. 00:00:02  2. 00:00:05  3. 00:00:02
Secretary  Individual school	4. Enters the same information from the stockroom order form into the computerized stockroom system.  7. Records the stockroom order into ledger.  6. Validates order by entering the letter Y in the record thereby sending request electronically to the stockroom.  7. Registers automatically encumbrance against the particular school's account.	4. 00:00:07  7. 00:00:02  6. 00:00:01  7. 00:00:00
Inventory specialist  Stockroom	8. Prints requisitions off computerized stockroom system.  9. Manually logs the stockroom requisitions in a notebook.  10. Separates stockroom requisitions by route and by school.  9. Forwards stockroom requisitions to stockroom clerk.	8. 00:00:02 00:00:01  9. 00:00:03  10. 00:00:02  9. 00:00:04
Clerk Stockroom	12. Pulls items from inventory to fill stockroom requisitions for all schools on route.  9. Requests verification of content of filled order from one of the other clerks.  14. Seals packages for each school, labels package with school name, requisition number, and name of requester.	12. 00:00:02  9. 00:00:01  14. 00:00:01  9. 00:00:02

	<p>9. Places packages for each school in staging area.</p> <p>16. Notifies stockroom manager of any items not in inventory for backlog orders.</p> <p>9. Signs and separates stockroom requisition.</p> <p>18. Puts two (pink and yellow) copies of stockroom requisition in the school's box.</p> <p>9. Forwards copy (white) of stockroom requisition to inventory specialist.</p>	<p>16. 00:00:01</p> <p>9. 00:00:02</p> <p>18. 00:00:05</p> <p>9. 00:00:04</p>
<p>Driver Stockroom</p>	<p>20. Takes copies of stockroom requisition for all schools on route.</p> <p>17. Loads truck of all packages on route.</p> <p>22. Delivers packages to schools.</p>	<p>20. 00:00:15</p> <p>17. 00:04:00</p> <p>22. 00:00:10</p>
<p>Secretary  Individual school</p>	<p>23. Accepts packages in the school's storeroom.</p> <p>7. Verifies contents of the package against the delivery ticket and signs delivery ticket.</p> <p>25. Signs both copies of the stockroom requisition and keeps (yellow) copy.</p> <p>7. Writes teacher's name on each package.</p> <p>27. Complete (green) form to notify teacher of delivery and put it the teacher's box.</p> <p>7. Distribute requested items to the requester (or person / student sent by the requester).</p>	<p>23. 00:00:03</p> <p>7. 00:00:02</p> <p>25. 00:00:02</p> <p>7. 00:00:03</p> <p>27. 00:00:10</p>

*Source: Warehouse Services, Purchasing and Distribution, CCISD.*

# Appendix H

## Textbook Distribution And Return Process

Person Completing Task	Description of Steps	Time Days: Hours: Minutes
Data Processing	1. Generates enrollment reports for all courses by schools based on student registration for next year.  2. Distributes enrollment reports for all courses by school for next year to assistant principals responsible for textbook processing and to coordinator of the Office of Book Processing.	1. N/A  2. N/A
Coordinator  Office of Book Processing	3. Prepares projections for textbook needs for next year based on course enrollment as recorded in PEIMS for October 28th.  5. Orders additional textbooks from the Texas Education Agency (TEA) for next year, typically in April.	3. 05:00:00  5. 01:00:00
Assistant principal  Individual School	5. Writes the expected enrollment of all classes for next year on a tracking sheet.  5. Compares the number of textbooks, based on enrollment, needed for next year with the number of textbooks currently in use in all classes on the same tracking sheet.  7. Prepares annual textbook inventory report, including number of lost and damaged textbooks and the number of additional textbooks needed for next year, typically in June.  5. Forwards the annual textbook inventory report to Office of Book Processing.	5. 00:01:00 5. 01:00:00  7. 01:00:00 5. 01:00:00
Assistant manager  Office of Book Processing	9. Reviews annual textbook inventory report for each school and verifies number and condition of returned textbooks from each school.  9. Determines number of additional textbooks needed from TEA as a result of pre-registration, typically in April.  11. Orders additional textbooks from TEA as a result of pre-registration.	9. 04:00:00 9. 03:00:00  11. 01:00:00 9. 02:00:00  13.

	<p>9. Stamps six digit code in all textbooks from TEA.</p> <p>13. Distributes additional textbooks to schools, typically in July.</p>	<p>02:00:00</p>
<p>Assistant principal</p> <p>Individual school</p>	<p>14. Prepares textbook processing package, including instructions, class book record, textbook request forms, and textbook return forms, for all teachers.</p> <p>11. Distributes textbook processing package to all teachers.</p> <p>16. Prepares packages of textbooks for each class.</p>	<p>14. 04:00:00</p> <p>11. 00:04:00</p> <p>16. 02:00:00</p>
<p>Teacher</p> <p>Individual School</p>	<p>17. Reviews materials in textbook processing package.</p> <p>7. Requests selected students to pick up textbooks for the class from textbook storage at the school on the first day of class. Student returns with the textbooks and a sign receipt from the assistant principal.</p> <p>19. Distributes a textbook for the class to each student and, at the same time, writes the student's name, student identification number, and the book number in the New/Fair/Bad blank on the Class Book Record. The teacher also indicates his/her name, title, room number, course number, period, and semester on the Class Book Record.</p> <p>7. Completes either Textbook Return Form (yellow) for undistributed textbooks or Textbook Request Form (white) for any additional textbooks.</p> <p>21. Returns undistributed textbooks or requests additional textbooks from the assistant principal.</p>	<p>17. 00:00:15</p> <p>7. 00:00:20</p> <p>19. 00:00:45</p> <p>7. 00:00:15</p> <p>21. 00:00:30</p>
<p>Assistant principal</p> <p>Individual school</p>	<p>22. Maintains an accurate tally of textbooks for all classes.</p> <p>11. Accepts and distributes textbooks for transferring students.</p>	<p>22. 10:00:00</p> <p>11. 10:00:00</p>
<p>Clerk</p> <p>Office of Book Processing</p>	<p>24. Enters manually enrollment of each course for each school into the Distribution Database Report generated by the Hayes &amp; Associates Book Processing Software.</p> <p>5. Calculates surplus or additional textbooks needed for</p>	<p>24. 15:00:00</p> <p>5. 20:00:00</p>

	<p>each course by school.</p> <p>26. Delivers report of expected textbook returns to the assistant principals in charge of textbook processing at each school.</p>	<p>26. 03:00:00</p>
Assistant Principal	27. Verifies accuracy of records kept by the Office of Book Processing.	27. 00:04:00
School	7. Distributes instruction package and Class Book Record cards for all classes to the teachers with price of textbook.	7. 00:04:00
Teacher	29. Take up textbooks for the class from all students either before test day or at the beginning of class on test day.	29. 00:01:00
Individual school	5. Returns textbook or lost textbook cards to the book room.	5. 00:00:30
Assistant Principal	31. Verifies return of textbooks from all classes.	31. 05:00:00
Individual school	5. Organizes the textbooks in units of five in the book room.	5. 02:00:00
	33. Generates lost textbook report indicating the students that have not returned textbooks and provides report to main office for entering into student's computer record.	33. 01:00:00
	5. Packages any surplus textbooks for delivery to the Office of Book Processing.	5. 01:00:00
Secretary		
Individual School	35. Determines the number and value of lost textbooks from the lost textbook cards.	35. 01:00:00
Warehouse Supervisor	36. Receives all surplus textbooks from schools.	36. 01:00:00
	3. Checks the number and condition of all textbooks received from each school.	3. 02:00:00
Office of Book Processing	38. Credits the records with the number of good condition textbooks received from each school.	38. 03:00:00
	3. Reconciles the number of lost textbooks for each school with assistant principal.	3. 05:00:00
	40. Returns surplus textbooks to TEA and requests any additional copies of textbooks from TEA.	40. 02:00:00
	3. Delivers any additional textbooks to all schools.	3. 02:00:00

Secretary	42. Attempts to collect money from the student's parents throughout the summer.	42. 05:00:00
Individual School	13. Works with assistant principal to pay the Office of Book Processing for lost textbooks.	13. 01:00:00

*Source: Various individuals at the Office of Book Processing and Moody High School, CCISD.*



# Appendix I

## CCISD Public/Community Input Results

This appendix summarizes comments from community forums held on April 3, 1997 at two CCISD schools, five focus-group sessions and numerous individual interviews conducted throughout the community. These comments are presented to illustrate community perceptions of the Corpus Christi Independent School District (CCISD), and do not necessarily reflect the findings or opinions of the review team.

### Methodology

During this review, the team held public meetings, conducted focus-group sessions, administered surveys, and interviewed parents, students, teachers, administrators, community and business leaders, and other community members. The survey results are included in Appendices A, B, C, and D. These surveys and sessions were intended to solicit input that could help the team understand the community's priorities and concerns and evaluate the effectiveness of CCISD's community involvement function.

The review team received input from more than 1,000 individuals, including parents of students attending a cross-section of the 22 schools listed in **Exhibit I-1**.

### Exhibit I-1

#### Schools Represented Through Parental Input from Public Meetings, Focus Groups, Interviews and Surveys

Elementary Schools		Middle Schools	High Schools
Chula Vista	Lamar	Browne	Carroll
Club Estates	Lozano	Cullen	Miller
Coles	Oak Park	Martin	Moody
Galvan	Schanen	South Park	Ray
Evans	Windsor Park	Wynn Seale	
Kostoryz	Yeager		
Zavala			

At public meetings at two CCISD schools on April 3, parents, teachers, administrators, students, and CCISD staff were encouraged to contribute comments on district programs and operations.

In addition to these meetings, the review team organized five focus-group sessions to solicit additional input from specific groups in Corpus Christi. **Exhibit I-2** identifies the group participating and the local organization that assisted in each focus group session.

## **Exhibit I-2**

### **CCISD Focus Groups**

<b>Group Participating</b>	<b>Organization</b>
CCISD Parents	Parent Teacher Association
CCISD Hispanic Parents	Community in Schools
CCISD African American Parents	St. Matthew's Church
Corpus Christi's Business Community	Greater Corpus Christi Business Alliance
Corpus Christi's Hispanic Business Leaders	Hispanic Chamber of Commerce

In addition, the review team interviewed individuals in the Corpus Christi community. Some of these interviews were initiated by the review team; others were conducted at the request of the interviewees.

The following sections detail respondents actual comments by subject area:

#### **District organization and management**

If the district doesn't think of it, the district doesn't want to do it.

Downtown is overstaffed.

We call the district offices, the "Marble Palace".

Outside legal service costs are too high - there are 4 law firms on retainer.

Too much administration.

Not enough central staff for so many schools.

Not too much administration - just not a good division of tasks and responsibilities.

Too many chiefs. They need to get back in the classroom so they can see what they are trying to organize.

Teachers should shadow an administrator to better understand the role.

Somebody needs to come from down town to see what the principals, clerical and nursing staff are doing.

Board treats Saavedra unfairly and doesn't support him when he tries to do something controversial.

Saavedra is doing a good job (creative, innovative), but is being undermined by 2-3 trustees.

Weak board. Vicious Superintendent. One assistant Superintendent is running the show, but is not a leader. Board is easily intimidated. It is made up of former principals and teachers. Faculty are not involved in the schools.

TEA came to audit Miller - before TEA arrived, the school was cleaned up and the problem kids were sent away.

2 or 3 board members are showboats - they are unfair in their criticism of the superintendent.

Board is not known to the community.

At the Health Advisory Committee for Moody - a parent commented that the district wasn't teaching a good health program - at the next meeting - these comments were not in the minutes.

For some of these committees, the people change from year to year, so nothing ever gets accomplished.

CCISD does not have adequate performance measures.

CCISD does not have a way of determining efficiency of fiscal programs. (need to know if spending money in the right place, need to determine the return on investments, on business / management basis of PEIMS).

The needs at each school are different so staff them differently based on a logical set of performance and measurement criteria.

Report cards need to reflect the performance/academic standards. Otherwise a student can pass all performance standards except one and fail the subject with a 69 for the year.

Principals on campus once a month.

Principals and other administration don't listen to concerns of students.

Need a permanent asst. principal at Grant.

Principal doesn't pay enough attention to students.

No districtwide vision for SBDM. People were told they had to do it without any real training or direction. The teams weren't given sufficient time or resources to do job well.

Central administration needs to have more faith in SBDM teams.

SBDM is a joke. The meetings are closed. We don't know what they are doing. Sub-committees never got reports

Vertical teams help coordination.

Need to utilize staff members who have expertise in business areas.

A strategic planning committee did a lot of work in reviewing the district. It recommended consolidating district positions (including 4 assistant principals at one high school who don't have any contact with students.)

## **Educational service delivery and student performance**

Very high teen pregnancy; many threats of suicide (one occurred recently at Martin). Kids need positive attention. Need more counselors. Love must come through.

Minority children lack self-esteem. They do not trust. They see counselors only when they need to change classes.

Students have really suffered. It happened too fast. And it's not really standard. Teachers are teaching different things and counting assessments different amounts (50% vs. 75%).

Academic standards should have been grandfathered. Students have already left grade 1 reading and doing math below grade level. How can we suddenly expect them to perform miracles? CCISD should have said only Grade 1 will be subject to the strict application of standards. Next year, it would be grades 1 & 2. The horses have already escaped from the barn (so to speak).

Strong core of teachers, but the district is trying to accomplish things (like the academic standards) too fast.

Happened too fast. Schools told they must do it before they had any assessment tools. They are writing the assessment tools now.

Students are frustrated with the system resulting in absenteeism and drop-outs.

Athletics need more emphasis to improve student health.

Cheating should be more addressed to students; it is wrong and leads to bad things.

Foreign language students can not profit in classes of 30+.

Elective class size is way too large.

Smaller class size - 30+ is too many.

Smaller classes.

Make class size smaller.

Need to re-district to make high schools more equal in size.

Classes in high schools are too crowded.

School day should be longer - teachers more time to do work, kids less time for trouble, closer to when parents get off work.

Many teachers are laid back. They cancel classes for students who have already passed.

Keyboarding skills are taught as a required class in high school. Lots of kids already have this skill by the time they reach the class.

Computers are in the elementary schools, not as many in the high schools. Kids go on to college with insufficient computer skills. Many have to take a 6 week class - without credit - to learn how to use email.

Get one computer per student in each computer class.

Computers are perfect for sharing information. Primary-age students do not have the necessary reading, writing, and typing skills that makes the computer the most efficient method of delivering information. These

students need books, paper, and pencil work, not 'hunt and peck,' "guess another answer if the first one didn't work" experiences. They need the basics with monitoring by a real live person who can say "Why did you pick that answer, or can you tell me more about what you know?" In other words, more reading, more math, and more thinking. Move the computers to middle school and high school where students are closer to moving into the real world of employment.

Teacher liaisons (consultants) are so backlogged with paperwork that they never have time to see the school. The district is treating these people as secretaries. Need to be able to work with the school and to make programs stronger.

The curriculum is not culturally sensitive.

Honors students were sent to SLGC after 'misbehavior' on swim team trip to Austin. Parents felt the discipline/hearing process was unfair. The principal/assistant principal/ administrators didn't listen to student's/parent's side. There is no opportunity to appeal. Also, by being sent there, the students are being punished academically. They are not being provided with the education they are entitled to (i.e. they can't take the classes at their level). A combination of suspension and community service seems more appropriate. The principal actually told the parents that this was the worst case of student misconduct she had ever seen and that the students were entitled to an education, not a great education. Also, the discipline was inconsistent. Students from other schools on the same swim trip were not sent to the SLGC.

Teacher addressed an African-American student as the only [racial slur] in the class. There was no strong condemnation of the teacher from the principal, school administration or board. Some teachers also use literature books with offensive language. The shop teacher at Baker MS thanked the only African-American student in the class for MLK Holiday.

Modified dress code is good.

Wynn Seale's implementation of the standardized dress code is excellent. It should help with gang problems.

The true dropout rate is a key concern. We need to expose how bad the situation is.

75% of population is low income so the emphasis is on reducing the dropout rate.

There are a disproportionately higher numbers of dropouts and lower attendance rates among African-American students than the overall student population. There are a disproportionately high rate of African-Americans in special education classes.

One idea - lengthen 4 school days for extra academics and use 5th day a week for real world experience (work at museum, shadow a teacher...)

Education is very good at Grant.

Downtown doesn't do anything about teachers who tell us not to use condoms. I think they should be fired.

Tutor classes should reflect what is currently being taught in the classroom.

Not enough time is spent on learning basics in elementary schools. There are only 175 teaching days of school (teacher instructional days should not be counted as "teaching" days).

Many HS teachers do not help students achieve success or tutor.

Why doesn't the district try more innovative reading techniques - like phonics.

Why not try integrated learning or dual language.

Put stronger emphasis on social sciences - particularly history (remember Pearl Harbor).

(referring to previous comment): No, people have to have solid reading, writing and math skills first.

Teachers are teaching but students are not learning.

Need real world applications of subject matter.

Too much cooperative learning - results in too many students getting by on the skills of other students.

Teachers need to assign homework. Forget the cost of replacing lost textbooks. If the kids were given more homework in these books, they might actually read and would be less likely to get into trouble.

A LULAC survey of middle school students found that they felt unmotivated by faculty and that they want more discipline.

CCISD not focused on drop-out problem.

Poor policy to exempt Special Resource students from TAAS - too many students put into Special Ed as result.

Athletics and extracurricular not seen as important.

Students are not being taught. Her children (Shannon and Carrol) have a disdain for learning. They get misinformation in math, science, English. They get academic credit for citizenship. There is no rhyme or reason. Some teachers use a lot of videos.

CCISD started reading class for incoming freshman, but students just sit in a room and read books and magazines. There is no reading instruction.

CCISD is trying hard to revamp math program.

Schools are very effective and getting better.

Windsor Park is not really a G&T. Schools need to teach kids how to think instead of memorization.

School staff should be more informed and responsive to children. Staff should provide more supervision and campus monitoring at least a half-hour after school has been dismissed. When he went to pick up his daughter at Lamar Elementary a few weeks ago, she was not in front of the school like she usually is. When he asked staff where his daughter was, nobody seemed to know. The school responded by saying: "everyday after school - until 3:20 pm - the attendance clerk and the PE paraprofessional are assigned to monitor the campus along with the principal and assistant principal." If there are still children on campus who have not been picked up, they are brought into the building to wait for their parents/guardians."

Teachers don't treat students with respect.

The new principal at Miller is great. The school makes people feel welcome and PTA membership has increased from 45 to over 300.

Schools have a problem with disruptive students.

Why are students who are tardy punished with in-school suspension? Haven't they already missed enough class by being late.

The district needs to comply with the laws. They need to do more than have materials on the shelf and claim to have a program.



Provide lab aide as elective, also office and library aides as they provide real-life skills.

Electives are not an integral part of the school.

Electives try to integrate with other classes such as grading papers for English and math.

Library at Grant needs copier for students to copy research materials.

Schools need more bike racks.

Children with parents who are teachers usually always break dress code and are not severely punished as other students.

Administrators and teachers show favoritism toward one student (too many absentees and dress).

School administrators and teachers show favoritism toward one child at Grant MS. This student has missed 45 days, wears cloths prohibited by the dress code, and has food delivered during lunch. This situation is dividing students along racial lines (Anglo - Hispanic).

Principal at Grant needs to spend more money for 8th grade field trips. Since it is 8th graders last year in middle school.

More money should be set aside for field trips.

Eighth grade has no field trips.

All G&T elementary students should go to Windsor Park. Special emphasis schools are innovative.

Athena program not good because it is elitist. It needs to be spread throughout the district. Would lead to more parent involvement.

Report cards are not sent home - there is no postage.

At the district level, the grading program for teachers should average semester and yearly averages.

Education is not standardized within the district, much less state-wide....so many student transfers must start over again.

Academic standards count 50% of the grade this is too much.

Some teachers assume that an African-American student can't do the work, so the teacher did not assign the regular homework to the student.

For entry into the honors program at Carroll, all the student needs is his parent's signature. The honors classes are losing their meaning. There were 47 kids in one biology class at Carroll HS. There are some honors classes that are larger than regular classes. Parents put kids in honors, because regular class was too disruptive. What are the criteria for admission in honors? What happen to the test used for admission to honors? Did they stop using it because it was discriminating?

District does not screen for dyslexia and is not knowledgeable about dyslexia. One woman says that her son is dyslexic and that the district did not and would not test him for it because he was not a discipline problem and he wasn't failing. She had to pay to have her son diagnosed at a hospital. She also states that:

- the district did not know who the dyslexia designee was;
- the district's solution was to place her son in the library by himself and to give her tapes to use with her son. The tapes were ruined when she received them and she had to order a new set.
- her son is the only one in the district actually diagnosed with dyslexia.
- CCISD was not knowledgeable about TEA dyslexia requirements;
- the board was not helpful
- children are placed in special education to raise additional funds;
- she was not allowed to see her son's records.

No dyslexic program provided.

The district needs to screen for learning disabilities and provide programs as they were intended.

He was not notified for 4 months that his son had a reading comprehension problem.

Her child has a learning disability (Martin Middle School) - and did not receive adequate support from the district.

Budget allocation to libraries are desperately overdue for an increase. All students use libraries and enjoy the benefits of a library. Individual

campuses should not be asked to redirect funds for libraries but should be given money from school board's Priority I budgeting --- \$3,000 to \$5,000 increase would help for additional increase for books.

All "book fair" profits should be used to support the library needs.

Every school has a separate library software that is not connected.

African American students do not have a mentors to assist them at the schools. They have no adults with whom to identify.

After reducing extracurricular activities at the middle school level, the district is now bringing them back.

For years, the district canceled athletics and extracurricular at middle schools to decrease competition. Instead, it increased gangs. Now, they are starting to bring back middle school activities.

The no pass, no play rule has prevented students from staying involved with school and is causing students to drop out. The students are prevented from participating in any extra-curricular activities, such as band, choir, drama, or parking lot attendants.

The nurses are not helpful. They would not help administer asthma medication to the student. The nurses suggested that the student call his/her parent for help.

Different grading policy every year. Only test scores and performance measures count (not homework; not participation). It makes transferring difficult.

Students have 8 performance standards - puts pressure on students.

We need to start these standards young .

More performance standards.

No more performance standards.

Performance standards [are not good]!

Have 10 chances to redo a performance standard (not good) even though, some performance standards get students to think for themselves.

Performance standards stop kids from having fun and sometimes I feel like I'm in prison.

Performance standards are sometimes useful but put a lot of stress on students to get them.

Performance standards need to be reviewed.

Performance standards do not teach us anything, but make us worried, stressed, and just make us memorize material for one class period.

Just knowing that we have performance standards puts pressure on us. By making one bad grade, it jeopardizes our grade.

Performance standards don't reflect students real knowledge toward topic.

Performance standards aren't very useful.

Performance / academic standards in science need to be hands-on (i.e. process oriented) as in the previous TAAS performance test (grade 8). Performance standards should include labor, safety as well CCISD says all students should practice safety, so it shouldn't be a standard. This doesn't make sense.

Performance Standards are related to "real world" expectations. Business community needs to be brought back in on this issue.

Performance standards help hold "marginal" teachers accountable. Also show "real world" skills in student achievement.

Performance standards are too vague and too much leeway for interpretation.

Academic standards expect more than age. Grade appropriate level: expecting 4th graders to have a typed written report (Does every 4th grader have a computer?) Not enough manipulations being used in the classroom.

Performance and academic standard staff never came to the elective teachers for help in writing performance standards which they are good at.

CCISD board and central office is "passing the buck" on performance and academic standards. They have lowered standards due to non-standardized "late policy" and "redo policy".

The phones in classrooms at King are abused by staff - they ring constantly and are disruptive. One teacher at Cullen uses her cellular phone in the class to conduct personal business.

At Wynn Seale, they surveyed kids about what they wanted to do. Helped school develop programs.

Wynn Seale and Chula Vista do a great job of getting kids excited about going to school. By getting kids more involved with music and art, kids develop a sense of accomplishment and higher self esteem. The students excitement also helps them to excel at academics. Students apply to Chula Vista by application/ lottery. Wynn Seale is a neighborhood school although others can apply through a waiting list. The district is trying to expand this concept to Miller High School as a technology/communications center. They may not have the technology to excel at this.

Jones elementary has fabulous video production program - Great, innovative program.

The restructuring at Wynn Seale and Miller have really made a difference. Programs have improved. Teachers have improved. Parents are more involved.

On the other hand, the restructuring of Miller has caused other schools to suffer - because they have to absorb the teachers who were not rehired by Miller.

Miller's tech/comm program has not met expectations with regard to students asking to transfer in, but the program is still new. It shows a lot of potential.

Few years ago, Carrol had a great reputation (& parents were falsifying addresses to get kids to attend). Not true today.

Want Athena program at all schools.

The district does not do any real program evaluation, so they do not know what programs to try to duplicate at other schools and they do not have the evidence to support raising money to duplicate successful programs.

Students should not be let out of first grade unless they can read.

Students need to be retained if they fail any section of the TAAS two years in a row - regardless of what their yearly averages are.

Questions how two bright students can complete studies at Windsor Park and then required to take advanced (remedial) reading at Baker. Lots of kids can't read.

Want year round school.

Block scheduling should be implemented district wide.

Moving to block scheduling was a good idea.

Miller and Ray are block scheduling schools....Moody is not. All other schools have a year round schedule. With this inconsistency, it is very hard to keep up with the grading system because Miller and Ray earn credit in 1/2 year.

Carroll HS gets less funding than Ray HS for soccer, paper, and other supplies.

SLGC is not equipped to teach honors (or even good) students. Classes are big.

What is the benefit of having so many special schools. Martin Middle School is an example and its benefit is questionable.

Need a male assistant principal at Grant.

The Miller campus is not real coordinated...a lot of teachers are wanting transfers.

Transfer to other Texas schools require a lot of paperwork by the registrars.

The district works on weaknesses, rather than strengths. During summer school, students only take what they are failing. One volunteer has tried suggesting that the school also allow the summer school students to select an elective which they would enjoy. It might get them excited about coming to Summer School.

Teachers do a lot more paperwork today than they did 5 years ago and most of it is administratively related.

More money to purchase filmstrips and supplemental supplies to teach science.

Children donate so much money for stupid things that CCISD should supply.

Need more money for teaching supplies.

Electives need higher budget for supplies (especially art).

Electives need higher budget for supplies.

Why does Walmart & HEB have school supply donation drives for school districts with multi-million dollar budgets? Taxpayer money?

Need more money for teaching supplies.

New maps to reflect the change in today's world.

CCISD requires parents to buy supplies (2 inch binders, Deneleon paper), but then individual teachers cancel the program. The 2 inch binders didn't fit in the desk for elementary schools.

Each teacher is issued a set amount of paper to make copies.

No supplies for summer school.

Professionalism of teachers are low - dress, bad attitudes, raising voices, and class assignment consisting of reading chapter and answering questions (social studies). Although the students are taught cursive in 5th grade, teachers in 6th grade ask them to print, because cursive is illegible.

Many teachers are doing excellent work using team dynamics - show these off by recognizing efforts - performance review is a positive method of evaluation.

Teaming is a great concept; students know that each core teacher cares about them and their performance in all classes.

Achievement testing needs to be done in the cafeteria at one time so that all students are given the test in exactly the same way. There are too many students whose scores are too high (and this opinion is based on seeing what these students can actually do the next year).

Counselors need to stress SAT and ACT testing for all students at the High School level - not just juniors and seniors. SAT II stresses testing per subject area - This needs immediate attention.

The district does not give a test that is nationally normed - so they have no idea how bad it is.

This district does not use Spelling Books.

Textbook adoption process is crazy.

Outdated textbooks are used.

Too little money is spent on textbooks.

Newly opened schools do not have books and resources needed due to the budget.

Textbooks should be the foundation of learning, but 25% of the time, her children don't open a book.

Theater needs more money for field trips.

The theater arts teacher at Grant is the best in CCISD.

Theater teacher is very involved with what he does. Need funding.

Theater arts is the best that I have seen.

I feel theater arts program is terrific in this school.

Inequity of funds. It seems that only Title I and low performing schools and focus schools are receiving \$100,000.

Going to "roving computer consultant" with four computer in classroom and 32 students---go into classroom periodically to help teachers and students with technology. If we have 58 teachers and 183 days and receive training 4 times per year for one hour....WOW How is this going to work?

Too many student transfers allowed.

Need more tutoring to meet standards.

No student uniforms.

Parents spend money on school clothes when they still don't have good grades. Uniforms will help this problem.

CCISD spearheaded the technical collaborative originally. Now, not actively involved.

Industrial technology lab is great? Real world skills.

Need business office classes for serious student students other than VEH.

Awareness of careers other than sports need to be taught.



## **Community involvement**

There is no concerted effort by the district to celebrate Black History Month and MLK Day even though Cinco de Mayo is a major celebration at the school district. The class at Windsor Park did nothing for Black History Month.

The PTA needs to spend more money on field trips.

Businesses are excited about being involved, but the district closes them out.

Frequently, parents and businesses go to the schools, but they (we) get the feeling that the school would like us to go away.

The strategic planning process involved many community members on various committees, but many had the feeling that the agenda and the plan were already created before the committees were formed.

CITGO did a survey of the community.

People don't come to public meetings. If you want better attendance, you need to figure out where people are and go to them.

Hard to organize programs at more than one campus. Ex. Postponing Sexual Involvement. Each campus does things differently with different schedules (block, modified block...). Can't organize from top down - have to go to each principal separately.

Parents do not feel welcome in the schools - there has been a decrease in involvement in PTAs.

Community involvement is great.

Need more skills development and community planning opportunities.

CCISD has been more open in last two years.

The Alliance should be more involved with elementary schools.

Should be more links to A&M.

There are major racial problems in Corpus Christi between the Hispanic and African-American communities.

The district has an impressive homework line.

Business (maybe Citgo) is trying to sign up Driscoll students to participate in Scouting. When they held a meeting to discuss this, fewer than 10 parents showed up.

Ray is doing a great job taking the PTA to the community. They bus teacher/PTA/Admin. Volunteers into specific meeting sites targeted as low participation areas.

Our elementary school sends out information but parents either never see the notice or don't choose to participate in the events or to respond to requests for signatures.

Parents need parenting skills - beginning at PreK.

We are doing better at getting parents involved.

High schools don't take advantage of parents who want to be involved.

Parents should know they are still welcome at the high schools.

Parents should be required to come to school once every 6 weeks.

The district does not give adequate notice. They give progress reports to students instead of contacting parents. They have a machine call and state your student missed school so the parents don't get the message. How about real communication if you want involvement.

Schools need to be "community-friendly" open evenings for parents.

Parents need to be more involved in PDM, PA and with volunteering time during the day.

Hispanic parents are not comfortable at PTA meetings.

Parents without connections are not allowed to observe. Principals do not return calls from parents.

Schools/district doesn't take advantage of parent participation.

If a parent raises an issue with the district - they are intimidated and made to feel like a troublemaker.

Some schools are more open to parents than others. Can tell based on how people are received when they arrive at the office. At some schools, the people working in the office just keep talking and don't acknowledge the parent. This deters volunteers and keeps parents from becoming active in

some schools. One parent suggested that a person (similar to a mystery shopper) visit schools just to see how they are received/greeted.

CCISD doesn't act on people's concerns. They may involve parents and community members in committees, but sometimes this is just to say they have solicited input. Often, the agenda is set before the committee meets and it is not adjusted.

Several years ago, CITGO offered to provide equipment and training to Miller high school. CITGO had found high quality equip to be donated. CITGO was ready to install and train and hook everybody up. The district turned down the offer. Why? The district's bureaucracy stood in the way.

Driscoll Children's Hospital has been working on the LINK project to hook up (libraries of?) CCISD high schools, neighboring district high schools, Texas A&M, UT. CCISD was harder to work with than any of the other districts. When the project was presented in 1994 to principals and libraries, there was no statement from district leadership to support the program. At a Chamber meeting, again, the Superintendent had nothing to say to support the program. The project had raised \$600,000. Several of CCISD principals were very supportive, but one principal was particularly hesitant. All the program

asked was that the school contribute their technology funds to the project. The one hesitant principal was reluctant because he said that the school's \$7000 in technology funds were already spoken for by the PTA.

When the community wanted the district to keep schools open later and more often, the district resisted. It wasn't until the district felt pressure that they have started to change their mind. Still, while the district may be willing to keep schools open for students, they are not willing to keep them open for parents. They say that the additional utility and janitorial costs are the problem.

City and district have cooperated on projects - Natatorium, LatchKey program.

District is making a real effort - needs to continue community partnership efforts.

In all CCISD schools, progress reports should be provided to parents by the beginning of the 4th week to be sure information is given in a timely manner.

CCISD does not communicate well with the district. Even when the district is doing good and innovative things, they don't communicate it with the community.

CCISD doesn't always involve the community in advance.

School doesn't provide enough information to parents or students.

Schools send out information, call teachers, have teacher lines, but parents need to be more responsible too.

Students and parents receive information [at our school] later than other schools.

Many people don't know about or understand the business of education. Need more definition.

Nothing positive in newspaper about the district....need more positive press like how can I get involved, volunteer, money needs.

Why don't we have a PR firm handle the district's image? We are horrible at it.

Staff get Intercom by parents get nothing...need to publish trends and where do my tax dollars go?

Taxpayers would like to see financial statements.

District does not communicate well with West Side parents. CCISD talks down to them. There has been some improvement of this under Saavedra.

Communication is a real problem. Parents don't get newsletters from district. Parents would like to understand what is going on. Even if they don't like what they see, they would at least like to understand why the district is doing it.

## **Personnel management**

Thirty-five teachers were absent at one time at Carroll High School. Many teachers are absent on Mondays and Fridays.

Grant principal barely speaks good English.

Hire people who care and are not racist.

People who work in office are lazy and never want to help.

Some teachers get physical with students.

Find a way to get rid of really bad teachers

There is no concerted effort to identify and hire qualified African-Americans for principal and central administrative positions. Efforts to promote African-Americans were stalled in the early 1980s. The assistant principal at Cole ES was not informed in advance of the necessary items (video) necessary for

applying for the principal's position. The contracts for four African-American counselors were not renewed by central administration.

We need better accountability, evaluations, self improvement plans, and more expedient procedure for getting rid of teachers, principals, central staff that have lost the vision or are just incompetent.

The district should institute upward evaluations. Students should evaluate teachers and principals. Teachers should evaluate principals and administrators, etc.

One principal hired her daughter to take attendance. Her daughter directly reports to her. The principal also hired her son as a substitute teacher.

Stop having teachers interview potential new hires. Teachers do not evaluate other teachers yearly and are not in charge of handling complaints about teachers, so why should they be in on the interviewing process. Besides, are these 'interviewing' teachers subject to EEOC rules and can they be sued for making 'suggestions' about who should and should not be hired? That's the job of principals and downtown.

It's not what you know, it's who you know for positions available in District.

People get interviewed even though they do not have certification. Too many people down town.

People need more pats on the back.

Nurse at Grant MS sees 100 to 150 students per day.

There is a shortage of nurses in the district. Not every campus has a nurse. Some share. This is not satisfactory.

Good teachers should be recruited and visualized as long-term assets.

How can we hold the teachers we have and how do we effectively recruit the teachers we need? Very few new teachers coming in the door.

The shop teacher at Baker MS was reprimanded for inappropriate behavior, but the written reprimand was taken out of this file after only 20 to 30 days.

Make principal changes before the end of the school year - That way teachers can make up their minds about moving to another campus.

Teacher replacements are not planned.

Get rid of "last in" "first out" when there are excess teachers because of low enrollment. Some teacher might want to leave the campus and can't.

More site (school) principals need to get involved in hiring. Don't force them to take cast off's from elsewhere.

Aides are taking over classes if the teacher is out or leaves early.

Illegal employees in the schools - teacher aides conducting PE classes.

At Buccaneer stadium, a district management staff of three has to be there at \$75/ hour.

Auxiliary personnel - mostly Hispanics from West Side - are disregarded. Ex. program to reduce Maintenance costs.

If a school needs a teacher, but does not like the teachers it has to choose from in the pool, often the school will keep bigger classes, rather than take a teacher it does not want.

There are several problems with substitutes in CCISD:

- appears to be a high teacher absentee rate (i.e. a lot of substitutes).
- subs stay in classrooms a long time.
- subs are not trained in subject matter.
- subs are not trained in classroom management.
- not always enough subs so students sometimes are sent to the library.

Need more interactive teachers.

Our school (Grant) needs to improve teacher hygiene.

There is no cultural sensitivity among teachers toward the African-American community.

Little or no training in technology to teachers. ESC should be getting people to present technology training and they are not.

In-service days are party days.

## **Facilities use and management**

Athletic advisory committee was appointed to look into district issues. CCISD doesn't do well when it competes against other districts. Their recommendations have not been implemented. Now, the Superintendent wants to disband the committee.

Track at Miller should be made all weather and replace Cabiness - but the Buccaneer Commission would oppose it because it would interfere with their festival activities.

Swim center and softball fields are great.

The bond issues have really helped the district.

Schools are overcrowded when being opened.

Outsource Maintenance.

Facilities are in better shape in the wealthier side of town.

Live electrical lines near Carrol High School football field. When the district did nothing to fix it, the parents raised money to fix it.

The district worked with KPMG on facilities management. The District didn't work on processes or accountability. Instead, raised more bond money as a bandaid.

Need to teach at all schools - not just new ones, Grant, Wynn Seal, Chula Vista.

We don't need million dollar gyms, \$500,000 tracks, carpets in the middle schools while the roofs are leaking and computers shutting down at Miller High School due to overloaded wiring.

Need to look at satellite schools - some elementary schools have low enrollments and are underutilized.

Need additional high school to address overcrowding - get a new elementary school every year, but no high schools.

Science classes need updating.

Need more labs - not shared labs for traveling teachers, but teaching oriented labs.

Too many portables.

Make all the high schools into elementary schools and the elementaries into middle or high schools - that would reduce the size of the 'volatile' hormone-driven groups.

Not enough windows.

Need A/C.

The facilities are nice.

We don't need covered playgrounds - it is a waste of money.

CCISD is slow to respond to growth on the Southside.

Opening new elementary school was a good idea.

There are not enough bike racks at Grant MS.

Facilities are in the best condition we have ever had.

Carroll High School is appalling. It is physically falling apart.

Need better maintenance.

The bathroom floor had water and feces.

Maintenance should be done at annual periods. New schools should have repairs done to protect investment.



Takes too long for repairs to be done through central office.

The computerized air conditioning system at Grant is new, but no one knows how to use it. Many school rooms are too hot.

The roof at Grant MS leaks.

Maintenance is a real problem due to budget limitations.

Some maintenance problems have existed for years without being fixed.  
Ex. leaking roof in PTA council room at Alternative High School.

Maintenance is not planned well. Guys show up to work on a classroom when it is being used. They hang out and wait for hours until it is free.

Moody went a long time without hot water in the showers. District was not responsive to numerous complaints.

The key issues include custodial and maintenance pilot project. This project is taking away some of the staff from the campuses and causing quite a stir among the parents who feel the schools are already old and dirty.

Janitors need to cleanup the restrooms.

Need to fully implement pilot custodian program

There is a serious shortage of soap and paper towel in bathrooms.

SBDM team at Carroll HS had problems with tardiness, crowded classes, ceiling falling in, and lack of lighting. Ms. Jernigan was hired to turn it around.

Schools are not where students are. Carroll high school is very overcrowded. Portables, Traffic, 4 lunch periods. Not enough room in the cafeteria.

Janitors tend to steal student's properties.

Custodians should be able to speak English.

Janitors always yell at me in Spanish.

Custodians are mean and they talk to me in Spanish.

Kids not allowed in building prior to classes  
Nonly when pouring down rain.

Open up school for sports during the summer.

Library use in summer.

## **Financial management**

Sometimes, the district takes a long time to pay bills since it is not sure who should be paying (i.e. the district or the campus).

Female athletes should be given equal amount as male athletes...especially in public funded schools.

Budget cuts are always at the classroom level NOT downtown.

Schools do not have enough money for resources and personnel.

Budgets need to be explained to all teachers - there are many misconceptions.

Waste!!!!

Each school gets the same amount of extracurricular funds, regardless of how many students participate in the activity. The result is that some schools - with fewer students - get more per student. Ex. students at Carrol get less equipment and less on activity trips than other high school.

Need accountability to avoid costly expenditures - missing athletic funds; track at Buc stadium, Art/Music Room with magic boards that don't erase & leaking roofs.

Staff should talk more about projects before they are a "done deal".

How are concession and vending revenue spent.

Publish salaries in newspaper of all public employees.

10 years since last pay increase.

There should be higher pay for teachers, principals, paraprofessionals - it will attract better people and keep better people.

Need to decertify unions.

It can be very expensive to be a teacher. If I need something for my class, I'll buy it. I don't wait for a committee to decide if it has value. Therefore, I have little money. Is it worth it? Yes.

Some teachers buy more for their classrooms than other teachers.

To offset budgets downtown almost expects the PTA's to pay for items needed.

Need to use money more wisely.

Want to spend more money on campuses than downtown.

Would like to see budget for district and schools.

## **Asset and risk management**

The district does a good job of distributing insurance information.

Principal Health Care removes choices from individuals - less health care opportunities.

Insurance for teachers [is not good] - it paid to take 2 breasts off, but only to put 1 back on.

Need to allow teachers to pick or have a choice in the health insurance benefits (They have NO choice now).

## **Purchasing and distribution**

The district does not follow up on contracts. It hires somebody to do work and pays for the work without verifying that the work has been completed successfully.

Purchases from CCISD are too expensive.

Need a scoreboard for football because we get cheated out of time.

Many desks and books need replacing.

Need high volume copiers -teachers ran 50,000 copies on a machine that could handle 5,000 in a month - it broke - big surprise.

Sometimes it takes forever to receive equipment. Shannon elementary requested walkie/talkies for safety reasons last fall (Sept/Oct). The district agreed to provide the in December. The school has still not received them (when following up with purchasing, the school learned they had not been ordered until a few weeks ago).

Sometimes there is a lack of planning when it comes to purchasing. For example, the district buys lighting equip for a school, but the school cannot afford to pay for lightbulbs or maintenance, so thousands of dollars worth of equipment are sitting in a closet (at one of the high schools).

Getting at least 3 bids for each purchase should be followed by CCISD - it is not currently followed.

Paper should not be a departmental purchase out of our budget.

Need better purchasing method so that materials required will be available at the beginning of the school year and throughout.

Grade schools are always running out of paper.

Central Receiving is cumbersome.

Every school needs its own receiving department - purchase orders take too long to get through channels - Look at all signatures on orders.

Plus, some purchase orders are changed once they leave the teachers room.

Process is slow and time consuming.

Less supplies are provided to the worse side of town than the wealthier side of town.

Teacher's budget is too small to be creative.

There is a serious lack of paper in the district. Students are offered extra credit for bringing a ream of paper to class.

## **Computers and technology**

Schools are wasting so much money on computers.

Learning to use a computer (particularly word processing programs) is time consuming. That means teachers have to stay after school to become proficient. After all, we are supposed to be T-E-A-C-H-I-N-G during the day, aren't we? There are not a whole lot of teachers who love staying after school on their own time - unpaid.

Primary grades need more exposure to Internet.

Middle schools and elementary have better technology training than does high school. So students go backwards. Or go from high tech to low tech.

Look at inequity of technology from elementary to secondary campuses & from school to school.

Computers need to be more up to date.

Computer classes need better computers.

Each teacher should have a laptop and a docking station - not if it becomes the responsibility of his/her personal insurance policy.

Need better cameras, editing machine.

On-line computers are outdated at central office.

Best technology (computers) in office and not for student use. Why can't printers be shared on the network?

Why can't printers be shared on the network?

EDS plan needs to be completed in the allotted time period with proper long-term funding.

Need to keep expanding to stay ahead.

Campuses are receiving \$450,000 for hardware and \$50,000 for software. Need to determine what we want the kids to learn, what do we buy to support that, and does it fall within this budget. Instead the campuses are going after the maximum number of computers without a plan.

Need annual review of technology plan due to rapid change.

Created a computer lab 3 years ago and spaced out the need for a DX266, 500hd, 16mg, CD drive and received a SX25, 110hd no CD, no modem,

and 4mg. The district saved \$200 per machine for 16 machines. One year later, upgraded several of the machines to the original requested specs minus the harddrive and it cost \$800.

These machines can't load software and can't save files on the hard drive.

Technology staff are being recruited after the equipment is being purchased.

District coordinator needs to do more interactions with the individual teachers.

Technology could be better coordinated across district - better networking.

\$40 million technology bond issue passed but there's no continuity, standards.

Teach teachers how to use computers.

Grant is way ahead on using technology. Doing a great job.

Computers are very helpful.

Need to advance a little bit in technology.

Ray's electrical wiring can't even handle the computers they have.

## **Food services**

The tables are unsanitary, and are dangerous to our health. They always have hair and other stuff in them.

Need to keep the cafeteria clean.

We should have open campuses.

Keep closed campuses - save lives.

They charge you for tiny ketchup packets and napkins.

Outsource Food Services - could save cost of space, personnel, etc. if a caterer delivered food.

Students have to pay \$.10 for a napkin. Pizza is too greasy. Food Service workers don't speak English and often yell at students.

Don't allow students to eat in the halls (at Ray High School) - campus is closed, there is only one lunch period, so students eat everywhere. Some teachers like it like this; some don't.

Need more lunch areas for teachers to eat and have microwaves.

With closed campuses, we need at least another 100 more trash cans.

All that you have to do is fill out a form for a free lunch. Children get free lunches, but live in \$200,000 homes.

Not enough time to go through lines and eat lunch.

Too long of wait in line for food.

Lunch lines are 20 to 30 minutes long at Grant MS. Students can't talk in line.

My son said that they have run out of food for those during the last period.

Food services director should work more with campuses - could provide a chef on consultation basis to improve look and taste of food.

To get teenagers to eat, you have to bring in Taco Bell - I walk the halls once a week and 40% of students are eating nothing.

CCISD has a good reputation and was a pioneer in food delivery (even if kids complain some).

How about real chicken, real mashed potatoes.

Kids complain about all of the food and all of the time it takes to get it.

Students do complain about quality- maybe better monitoring is needed.

I've eaten the food on a regular basis and it is horrible and not nutritious.

No innovation. Food looks and tastes the same every day.

Selection is limited.

Lunch food should be better, such as burgers.

The food is sick, cold.

The hamburgers always have bugs and hair in them.

The burgers have gristle or bone ligament things in them.

Need better pizza.

Food is warm, not hot.

It's no good. I stopped eating lunch here.

The lunch is expired and tastes [bad].

Food quality has declined.

Enchiladas are great.

Food quality is not very good. Cafeteria sells bottles of water for \$.75.  
Every meal comes with French fries and gravy.

Food Service is well run - variety of food, good prices, excellent food,  
competent staff.

Lunch ladies are mean.

Lunch ladies make us pay for napkins.

Different cashiers charge different prices for the same meals.

Jones Elementary School, the largest elementary school, starts serving  
lunch at 10:40 am.

## **Transportation**

Bus system is excellent, good loading system, and well trained personnel.

The bus stop at Waco and Winnebago is too dangerous - alcoholics, drug  
users, etc. The bus stop should be moved.

Grant MS is using 3 buses with less than 10 kids. Cost is \$30,000 per year.

Should outsource - look to use RTA - save \$ on gas, maintenance,  
personnel.



Some buses have as few as 10 children. Cost per bus is \$10,000.

Need air conditioning on buses.

What is the situation with safety belts on busses?

Schools must use district busses and they must pay for them. Using these busses costs more than hiring a private / charter bus.

Principals don't admit there is a gang problem. They shield parents from gang problems.

Buses are always late and there are three kids to a seat.

There are bullies on the busses, an assistant is needed.

We need summer jobs for all bus driver assistants.

Are bus drivers drug tested? They should do random testing.

When dismissal bell rings, bus drivers need to be on the bus and to assist in loading the bus.

Why are seats assigned to students?

Athletics can get buses anytime; all other teachers must give two week's notice.

## **Safety and security**

Lots of students are absent. There is not enough support or contact with parents.

Too many unsupervised students are trashing this new facility (Grant).

Students need to respect school property - tear up computers, mice.

Dedicated school fund money should not be used for "habitual" criminal active students i.e. gang members - non efficient use of overall budget.

Too many classroom interruptions.

CCISD has problems dealing with disruptive students (special education students in regular classes).

There is not enough discipline.

There is a discipline problem - saw 35 to 40 kids per day on discipline - particularly at Cunningham. This school also has the most number of gangs. Fights are routine.

Schools need to get back to basics of discipline. Need to visit every classroom every day. Teachers need help on discipline. It is very hard to remove a kid to alternative education at Grant.

It is very difficult to discipline special education children.

A lot of kids are seen to be kissing in the halls of Moody while the administrators do nothing.

City should pay for police protection - DARE program.

Discipline is inconsistently applied.

All schools should have uniforms - shirt tails in, belts on and at the waist, all of the time - not some of the time.

Need administrator support so that dress code is enforced; reducing gang-related styles, such as pants hanging below crotch and wearing rosaries.

Moody is very good about drug control.

I think metal detectors would help.

CCISD spends elaborate funds on security for board meetings, but not for children at school parking lots. CCISD spent \$500,000 on board security, but vandalism (slash tires, windshield based) is rampant. Security guard at Carroll was asleep at 1 PM. Guards don't walk around the parking lot - just stand next to the gym door.

Grant MS had only five fights this year. There are not many gangs.

Hispanic kids are treated badly - so they join gangs.

Violence is escalating. Particularly on the Southside. Drive-bys are a daily occurrence. School district is trying, but still feel there's fear from management to confront - maybe they are afraid of retaliation. I don't let my child ride a bike to school. School district should get people to participate in neighborhood watch programs.

Aids should not be left alone in a room with a problem child.

District is making a real effort D needs to continue community partnership efforts.

Safety is good. Students feel secure.

Good safety at Grant.

Good job on safety at Grant.

Bathrooms at Shannon elementary are accessible from street and not safe. Parents wanted them enclosed. District said no because it was too expensive. Instead, added better lighting and a camera (which works during the day when it can be viewed in the office, but not after school when the latchkey program is there). See walkie talkies in PUR.

Many parents don't read the Code of Conduct - even though they have to sign it. It's long, and not exactly exciting to read.

Remove violent offenders after 1st offense to SLGC. Build a giant SLGC to handle all of the offenders.

Remove all individuals who are participating in a fight - even if they are special education (even if they are diagnosed ED) - you can defend yourself without fighting.

The security guards at Ray are awful. Whoever hired them should be fired.

When drug dogs are used - we shouldn't pull children out of class if they haven't been a problem - use dogs that don't detect hunting vehicles.

Don't search minors without parent approval.

Must be a way to secure perimeters on campuses.

District is doing the best that it can - my son feels safe at school, but not necessarily in his own neighborhood.

Need full-time police officers rather than security guards.

Students should go to school to learn - not to be bullied.

Security guards are too lenient - too friendly with students and teachers.

When there is a complaint about a security guard - he/she just gets transferred to another school.

Security guards don't pay attention & don't make students feel safe.  
Students do feel safe when a cop is around.

Teachers need support immediately - not later in the day once the smell of pot has disappeared.

Keep kids out of the halls.

A LULAC survey of middle school students found that they want more discipline; they do not feel safe; security guards spend time visiting with girls.

Security guards treat students of color differently from white student.

Most students at SLGC are special education students or emotionally disturbed, but some are very bright.

Principals are called out of the building a lot.

Parents dropping off students in the Pre-K program at Oak Park have to drive-in a long driveway and then back down the same driveway. This is very dangerous for student safety.

Security guards need more training.

Require security guards to have degrees.

Teachers need to take control and use of techniques.

Teacher training and absenteeism are tremendous. Don't take teachers out of classroom.

CCISD needs to require principals to handle discipline (prevention and intervention).