TRANSMITTAL LETTER

July 26, 2001

The Honorable Rick Perry
The Honorable William R. Ratliff
The Honorable James E. "Pete" Laney
Members of the 77th Legislature
Commissioner James E. Nelson

Fellow Texans:

I am pleased to present our Texas School Performance Review of the Crystal City Independent School District (CCISD).

This review is intended to help CCISD hold the line on costs, streamline operations and improve services to ensure that more of every education dollar goes directly into the classroom, with the teacher and children, where it belongs. To aid in this task, I contracted with WCL Enterprises.

We have made a number of recommendations to improve CCISD's efficiency. We also have highlighted a number of "best practices" in district operations-model programs and services provided by the district's administrators, teachers and staff. This report outlines 36 detailed recommendations that could save CCISD more than $2.5 million over the next five years, while reinvesting more than $500,000 to improve educational services and other operations. Net savings are estimated to reach more than $2.0 million-savings that the district can redirect to the classroom.

We are grateful for the cooperation of CCISD's board, staff, parents and community members. We commend them for their dedication to improving the educational opportunities for our most precious resource in CCISD-our children.

I am also pleased to announce that the report is available on my Window on State Government Web site at www.window.state.tx.us/tspr/crystalcity/.

Sincerely,

Carole Keeton Rylander
Texas Comptroller

EXECUTIVE SUMMARY

In November 2000, Texas Comptroller Carole Keeton Rylander began a review of the Crystal City Independent School District (CCISD) as part of a three-district project that also included reviews of the neighboring Eagle Pass and La Pryor school districts. These three districts are located geographically near each other in Maverick and Zavala County. Based upon more than seven months of work, this report identifies CCISD's exemplary programs and suggests concrete ways to improve district operations. If fully implemented, the Comptroller's 36 recommendations could result in net savings of more than $2 million over the next five years.

Improving the Texas School Performance Review

Soon after taking office in January 1999, Texas Comptroller Carole Keeton Rylander consulted school district officials, parents and teachers from across Texas and carefully examined past reviews and progress reports to make the Texas School Performance Review (TSPR) more valuable to the state's school districts. With the perspective of a former teacher and school board president, the Comptroller has vowed to use TSPR to increase local school districts' accountability to the communities they serve.

Recognizing that only 51 cents of every education dollar is spent on instruction, Comptroller Rylander's goal is to drive more of every education dollar directly into the classroom. Comptroller Rylander also has ordered TSPR staff to share best practices and exemplary programs quickly and systematically with all the state's school districts and with anyone else who requests such information. Comptroller Rylander has directed TSPR to serve as a clearinghouse of the best ideas in Texas public education.

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

- Ensure students and teachers receive the support and resources necessary to succeed;
- Identify innovative ways to address the district's core management challenges;
- Ensure administrative duties are performed efficiently, without duplication, and in a way that fosters education;
- Develop strategies to ensure the district's processes and programs are continuously assessed and improved;

- Challenge any process, procedure, program or policy that impedes instruction and recommend ways to reduce or eliminate obstacles; and
- Put goods and services to the "Yellow Pages Test": government should do no job if a business in the Yellow Pages can do that job better and at a lower cost.

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

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

TSPR in Crystal City ISD

When contacted by the Comptroller's office in August 2000, the board and Superintendent Alberto Gonzales voiced their support for the review and the superintendent and his staff have worked cooperatively with the review team throughout the project.

The Comptroller contracted with WCL Enterprises, a Houston-based firm to assist with the review. The team interviewed district employees, school board members, parents, business leaders and community members and held a public forum on Wednesday, November 8, 2000, at the Crystal City High School from 5 p.m. to 7 p.m. To obtain additional comments, the review team conducted 14 small focus group sessions with teachers, principals, employees, students, parents and community members. The Comptroller's office also received letters and phone calls from a wide array of parents, teachers and community members.

A total of 238 respondents answered surveys. Eighty-two campus and central administrators and support staff, 27 parents, 81 teachers and 48 students completed written surveys. Details from the surveys appear in Appendices A through D.

The review team also consulted two databases of comparative educational information maintained by the Texas Education Agency (TEA)-the Academic Excellence Indicator System (AEIS) and the Public Education Information Management System (PEIMS).

CCISD selected peer districts for comparisons based on similarities in student enrollment, student performance and community and student

demographics. The districts are Cotulla, Carrizo Springs, Devine, and Pearsall.

During its more than seven-month review, TSPR developed recommendations to improve operations and save taxpayers more than $2.5 million by 2005-06. Cumulative net savings from all recommendations (savings minus recommended investments or expenditures) would reach $2 million by 2005-06.

A detailed list of costs and savings by recommendation appears in **Exhibit 3**. Many TSPR recommendations would not have a direct financial impact but would improve the district's overall operations.

Acknowledgments

The Comptroller's office and WCL Enterprises wish to express their appreciation to the CCISD Board of Trustees, Superintendent Alberto Gonzales, district employees, students, parents and community residents who helped during the review. Special thanks go to Mr. Benito Perez, assistant superintendent, who served as CCISD's liaison to the review team. He arranged for office space, equipment and meeting rooms, organized meetings, responded to requests and accommodated the review team's needs.

Crystal City ISD

CCISD is responsible for providing public education for all the students who live within the 656 square miles of the district. The district's mission statement says the district "working in partnership with the community has education as its top priority. By providing a safe and positive learning environment, all students will develop the competencies needed to become learned, responsible and conscientious members of society."

CCISD provides these educational opportunities through its four schools: Tomas Rivera/Zavala Elementary School (three-year-old pre-school through grade 3), Benito Juarez Elementary School (grades 4-5), Sterling H. Fly Junior High School (grades 6-8), and Crystal City High School (grades 9-12). There is also one alternative education program for junior high and high school students. CCISD's enrollment has grown 3.5 percent since 1995-96.

In 2000-01, the district served a predominately Hispanic population of just over 2,000 students: .8 percent are Anglo, 98.2 percent Hispanic, .9 percent African American, and .1 percent Other. Economically disadvantaged students make up 91.1 percent of the district's student

population. **Exhibit 1** details the demographic characteristics of the CCISD, its peer school districts, Region 20 and the state.

Exhibit 1
Demographics of CCISD, Peer Districts,
Region 20 and State Student Populations
2000-01

District	Number of Students	Anglo	Hispanic	African American	Other	Economically Disadvantaged
Crystal City	**2,014**	**0.9%**	**98.2%**	**0.8%**	**0.1%**	**91.1%**
Carrizo Springs	2,467	8.6%	90.0%	0.7%	0.7%	75.8%
Pearsall	2,273	11.3%	87.9%	0.6%	0.2%	75.1%
Cotulla	1,294	11.7%	88.0%	0.1%	0.2%	76.4%
Devine	1,884	50.2%	48.5%	0.8%	0.5%	46.2%
Region 20	**325,851**	**27.4%**	**64.3%**	**7.0%**	**1.3%**	**61.5%**
State	**4,071,433**	**42.0%**	**41.0%**	**14.0%**	**3.0%**	**49.2%**

Source: TEA, PEIMS 2000-01.

The district's annual budget is $13.4 million for 2000-01. For 2000-01, CCISD's property value per student of $55,622 is the lowest among all peer districts, while its tax rate of $1.590 is the highest tax rate among its peers (**Exhibit 2**).

Exhibit 2
CCISD Tax Rate and Property Value per Student
Compared to Peer Districts
2000-01

District	Tax Rate	Value per Student
Crystal City	**1.590**	**$55,622**
Pearsall	1.440	$91,090
Devine	1.424	$86,526
Carrizo Springs	1.500	$89,074

Cotulla	1.565	$109,821

Source: TEA, PEIMS 2000-01.

Student performance in CCISD has shown steady improvement in reading and math since 1995-96. Student performance in writing showed improvement through 1998-99 and then dropped slightly in 1999-2000. Performance in each of these areas increased more than 18 percent from 1995-96 to 1999-2000 (**Exhibit 3**).

Exhibit 3
Percentage of All CCISD Students Grades 3-8 and 10
Passing TAAS, All Levels
1995-96 through 1999-2000

Grade/Subject	1995-96	1996-97	1997-98	1998-99	1999-2000
Reading	56.1%	66.4%	68.8%	71.0%	73.6%
Math	48.0%	60.7%	64.0%	68.8%	72.0%
Writing	54.0%	71.2%	70.9%	71.7%	69.8%

Source: TEA, AEIS 1995 -1996 through 1999-2000.

While the district is making significant improvements in student performance, CCISD is facing some major challenges including:

- Recruiting and retaining highly qualified teachers;
- Improving student performance; and
- Maximizing district financial resources.

Key Findings and Recommendations

Recruit and Retain Highly Qualified Teachers

- *Increase beginning teacher salaries.* Turnover is high among CCISD teachers. Since 1995-96, CCISD exceeded the state and regional turnover averages every year but 1997-98 and averaged over 17 percent annually during that period. A major factor contributing to the high turnover appears to be teacher salaries. Salaries for beginning teachers are below all other area districts with which CCISD competes for new teachers, with the exception of La Pryor. Increasing beginning teacher salaries is critical if CCISD is to compete for and retain highly qualified teachers.

- *Reduce educational aide and paraprofessional positions.* CCISD has a higher percentage of paraprofessional staff and educational aides than its peers, the region or state. While this is in part necessary because of the high teacher turnover rate and the difficulty CCISD has experienced in attracting and retaining qualified teachers, this is not in the best interest of the students in general. By reducing the number of aides and paraprofessional staff to regional averages, dollars will be made available to raise teacher salaries and attract qualified teachers to the district.

Improve Student Performance

- *Ensure that all eligible students are tested.* CCISD's rate of students not taking the Texas Assessment of Academic Skills (TAAS) was higher than the regional and state averages and second highest among its peers in 1999-2000. Special Education exemptions were highest at Fly Junior High School, while the percentage of Admission Review and Dismissal (ARD) exemptions increased at Crystal City High School and at Rivera/Zavala Elementary School in 1999-2000. Creating a task force of principals as well as special education staff and teachers to ensure that all eligible students are tested will provide needed data so that instruction can be modified to meet the needs of each child.
- *Consolidate or eliminate low-enrollment classes.* CCISD has a number of low enrollment courses at the secondary level, both in elective regular education classes and career and technology courses. By evaluating the schedules and the appropriateness of these classes, some classes may be consolidated or eliminated.
- *Update the student code of conduct to standardize discipline policies.* The district has not standardized the discipline process on all campuses to provide a consistent application of discipline. The discipline policies should list specific discipline alternatives related to the severity of the offense and should define a specific progression of discipline alternatives for repeat offenders. Alternatives within each level should be identified to allow limited discretion by the principal to ensure consequences are applied consistently. The approach should also recognize different grade levels from one school to the next.
- *Implement technology standards for teachers.* CCISD does not have a definitive plan for integrating technology into the curriculum. Teachers are not required to demonstrate technology skills or acquire any type of technology certification. Each campus principal is responsible for encouraging teachers to include technology in their lesson plans. There is no formal requirement for technology teaching nor are lesson plans reviewed for technology usage. By applying the State Board for Educator

Certification's approved five certification standards in technology applications for all beginning teachers, the district will be better able to prepare students for jobs in the 21st Century.

Maximize District Financial Resources

- *Comply with competitive bid laws.* Of 28 vendors tested by TSPR for bid compliance, seven were found to be in violation of competitive bidding provisions of the Texas Education Code. Under Texas law, when a school district seeks to purchase personal property and the value of the items is at least $10,000 but less than $25,000, in the aggregate for a particular category, for a 12-month period, the district must either submit the contract for purchase to competitive bids or obtain formal quotes from at least three vendors. The Finance Office and the user departments must work together to identify such purchases and ensure that all bid requirements are met.
- *Apply for federal funds to support Special Education programs.* While CCISD is applying for and receiving federal dollars through the School Health and Related Services (SHARS) program, they are not participating in the Medicaid Administrative Claiming (MAC) program based upon an analysis done several years ago. Today, it is possible for districts to participate as part of a consortium, which significantly reduces the amount of required time and paperwork. By joining a MAC consortium, CCISD could increase federal reimbursements by as much as $20,000 annually.
- *Review hazardous bus routes.* CCISD receives no state reimbursement for transportation expenses for about 500 students being bused within two miles of the school, even though some of the routes may be eligible for reimbursement. School districts can receive up to 10 percent additional state reimbursement if the route to school poses a safety risk, or hazard, to the students. If the CCISD board approved some or all of its routes within two miles of the school to be hazardous, they could receive up to 10 percent more state reimbursement.
- *Consider contracting for transportation services.* CCISD has the highest cost-per-mile for regular transportation compared to its peer districts. In addition, only 19 percent of the CCISD Transportation operating expenses are reimbursed by the state (lowest of its peer districts). With an older bus fleet, CCISD should consider options other than an in-house operation of transportation services. Contracting with a vendor or another school district could be more cost-effective for the district.
- *Control competitive food sales in district cafeterias.* CCISD vending machines located at all of the four school cafeterias are operating during meal service. The availability of vending machine

products makes less nutritional food readily available to students and reduces food service revenue. Further, having vending machines on during the meal service is a direct violation of the Federal Competitive Food Policy. Both students and the district's finances will benefit from stricter compliance with this law.

Exemplary Programs and Practices

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

- *Continual updating of policies and procedures eliminates unnecessary administrative processing.* Since arriving in October 1999, the superintendent and director of Curriculum and Instruction review district policies periodically. As a result of these reviews, a series of outdated policies were updated or deleted. Periodically, CCISD also converts an existing policy to procedures to ease the administrative burden. For example, the district had a policy on student conduct that enumerated the various elements of the code, infractions and discipline alternatives. Districts are required to review and update student codes annually and to distribute them to students and parents. By converting the policy to procedures the district is able to publish updates without the need for board approval.
- *Strategic planning involves parents, community members and staff.* In November 1999, CCISD began a strategic planning process "designed to bring together all human and financial resources established by the school and community to achieve the district's goals." The first step in the process was a commitment by the Board of Trustees to districtwide, long-range planning. The district's improvement plan as well as individual campus improvement plans are all now linked to the strategic plan. The final step will be linking this plan to the district's budget.
- *Recruiting certified teachers is a priority.* CCISD is addressing the need to attract certified teachers through a series of coordinated efforts including joining a personnel cooperative through Region 20 for the 2000-01 year, establishing focused district-college relationships, and making long-term investments in non-teaching employees and student-teachers.
- *Strategies focus on improving student performance.* Recognizing that the performance of CCISD students had improved over the past five years but was still below the state and regional averages,

the district improvement committee under the leadership of the superintendent formulated plans to address academic performance in CCISD. In addition to aligning curriculum to TEKS and TAAS, determining student performance strengths and weaknesses through benchmark testing and implementing a consistent reading program, CCISD is working to improve the student attendance rate, since students who are in school regularly tend to outperform those who are not in school.

- *Gifted and talented training is provided for staff and parents.*In July 2000, CCISD held a weeklong Gifted and Talented Institute. More than 25 staff members and 10 parents attended the Institute where CCISD's coordinator reviewed identification processes, rules and regulations and consultants presented all-day sessions.
- *Student Assistance Teams help to identify Special Education students.*CCISD uses a pre-referral intervention process, the Student Assistance Team, which is designed to promote collaboration among parents, students, and school and district level instructional, support and administrative staff members before a student is referred for Special Education assessment. Before the classroom teachers recommend assessment, they must collaborate with a peer, the counselor and the student's parents to determine which instructional methods are appropriate for successful learning.
- *CCISD's accident prevention program reduces accidents and claims.*The district's Employee Orientation Handbook for teachers and paraprofessionals outlines the basic provisions of the district's accident prevention policy. CCISD's policy is designed to take every reasonable precaution for the safety of the students, employees, visitors and all others having business with the district by promoting and developing an aggressive prevention and safety education program. For example, the Food Services director, site leaders and central facility staff meet daily for five minutes to discuss safety topics relating to kitchen safety. Examples of topics include: back safety, disease prevention, hand washing and injury prevention.
- *Video conferencing and Internet laboratory expand and improve educational programs.*CCISD opened its Video Conferencing and Internet Laboratory at the high school campus in 1998. The facility was funded in 1997 and was implemented over a one-year period with a Telecommunications Infrastructure Fund (TIF) grant of $188,000. CISD currently offers criminal justice classes for Carrizo Springs ISD. Southwest Texas Junior College in Uvalde offers English classes and Government classes to CCISD students via video conferencing, and classes that provide an introduction to health care subjects are provided via the Internet by St. Philip's College in San Antonio.

Savings and Investment Requirements

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

TSPR recommended 36 ways to save CCISD more than $2.5 million in gross savings over a five-year period. Reinvestment opportunities will cost the district more than $500,000 during the same period. Full implementation of all recommendations in this report could produce net savings of more than $2.0 million by 2005-06.

Exhibit 4
Summary of Net Savings
TSPR Review of Crystal City Independent School District

Year	Total
2001-02 Initial Annual Net Cost	$235,892
2002-03 Additional Annual Net Savings	$449,049
2003-04 Additional Annual Net Savings	$449,049
2004-05 Additional Annual Net Savings	$449,049
2005-06 Additional Annual Net Savings	$449,049
One Time Net (Costs)/Savings	($26,000)
TOTAL SAVINGS PROJECTED FOR 2001-2006	**$2,006,088**

A detailed list of costs and savings by recommendation appears in **Exhibit 5**. The page number for each recommendation is listed in the summary chart for reference purposes. Detailed implementation strategies, timelines and the estimates of fiscal impact follow each recommendation in this report. The implementation section associated with each recommendation highlights the actions necessary to achieve the proposed results. Some items should be implemented immediately, some over the next year or two and some over several years.

TSPR recommends the CCISD board ask district administrators to review the recommendations, develop an implementation plan and monitor its progress. As always, TSPR staff is available to help implement proposals.

Exhibit 5
Summary of Recommendations

#	Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06	Total Annual	One-time
Chapter 1 District Organization and Management								
1	Reduce educational aide and paraprofessional positions to the average of Region 20 and peer districts. p. 21	$201,200	$402,400	$402,400	$402,400	$402,400	$1,810,800	$0
2	Tie the allocation of resources to the District and Campus Improvement Plans. p. 29	$0	$0	$0	$0	$0	$0	$0
3	Increase beginning teacher salaries to at least the average for area districts. p. 40	($73,987)	($73,987)	($73,987)	($73,987)	($73,987)	($369,935)	$0
4	Develop a program to train substitute teachers in classroom management and effective teaching techniques. p. 41	$0	$0	$0	$0	$0	$0	$0
5	Eliminate unnecessary information stored in employee files and implement a document imaging program. p. 44	$0	($3,000)	($3,000)	($3,000)	($3,000)	($15,000)	($30,000)
	Totals - Chapter 1	**$127,213**	**$325,413**	**$325,413**	**$325,413**	**$325,413**	**$1,428,865**	**($30,000)**
Chapter 2 Educational Service Delivery and Performance Measure								

#								
6	Create a task force to ensure as many special education students as possible take the TAAS. p. 64	$0	$0	$0	$0	$0	$0	$0
7	Consolidate low-enrollment classes at the secondary level and increase student to teacher ratio by an average of one student per teacher. p. 66	$74,800	$74,800	$74,800	$74,800	$74,800	$374,000	$0
8	Develop individual educations plans (IEPs) for each CCISD bilingual/ESL student using benchmark testing results. p. 77	$0	$0	$0	$0	$0	$0	$0
9	Conduct a needs assessment to determine if the career and technology course selections should be changed. p. 81	$0	$0	$0	$0	$0	$0	$0
10	Review procedures for gifted and talented student identification to ensure all eligible students are identified. p. 86	$0	$0	$0	$0	$0	$0	$0
11	Participate in the Medicaid Administrative Claiming program. p. 94	$20,000	$20,000	$20,000	$20,000	$20,000	$100,000	$0
12	Update the student code of conduct to	$0	$0	$0	$0	$0	$0	$0

	standardize discipline policies and consequences of violations. p. 98							
	Totals - Chapter 2	**$94,800**	**$94,800**	**$94,800**	**$94,800**	**$94,800**	**$474,000**	**$0**

Chapter 3 Facilities and Use Management

13	Reassign custodial cleaning responsibility using industry standards and reduce the number of custodians. p. 108	$13,478	$40,435	$40,435	$40,435	$40,435	$175,218	$0
	Totals - Chapter 3	**$13,478**	**$40,435**	**$40,435**	**$40,435**	**$40,435**	**$175,218**	**$0**

Chapter 4 Financial Management

14	Settle the successor-in-interest for the Zavala County Education District among the participating districts to reduce administrative time and effort in accounting for this activity. p. 119	$0	$0	$0	$0	$0	$0	$0
15	Continue the development of a complete implementation strategy for GASB Statement No. 34. p. 123	$0	$0	$0	$0	$0	$0	$0
16	Establish a procedure to identify materials and services that require competitive solicitations. p.	$0	$0	$0	$0	$0	$0	$0

	126							
17	Establish an interlocal agreement with other school districts to make purchases using each other's bids. p. 127	$0	$0	$0	$0	$0	$0	$0
	Totals - Chapter 4	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**
Chapter 5 Computers and Technology								
18	Create a Technology Committee of teachers, principals and directors to oversee the implementation of the Technology Plan. p.145	$0	$0	$0	$0	$0	$0	$0
19	Develop job priorities for the Technology coordinator and designate and train campus personnel to assist the Technology coordinator with computer installations and maintenance. p. 146	$0	$0	$0	$0	$0	$0	$0
20	Review and revise the CCISD technology plan to include milestones and a delineation of responsibilities. p. 150	$0	$0	$0	$0	$0	$0	$0
21	Use the State Board for Educator	$0	$0	$0	$0	$0	$0	$0

	Certification technology standards as a guideline for establishing CCISD's technology knowledge requirements for teachers. p. 152							
22	Develop a comprehensive disaster recovery plan that includes all district activities and test it. p. 156	$0	$0	$0	$0	$0	$0	$0
23	Hire a computer technician. p. 158	($12,000)	($24,000)	($24,000)	($24,000)	($24,000)	($108,000)	$0
	Totals - Chapter 5	**($12,000)**	**($24,000)**	**($24,000)**	**($24,000)**	**($24,000)**	**($108,000)**	**$0**
Chapter 6 Transportation								
24	Review all bus routes within two miles of the schools to determine which routes are hazardous and include them on the 2000-01 *TEA School Transportation Route Services Report*. p. 171	$3,154	$3,154	$3,154	$3,154	$3,154	$15,770	$0
25	Perform behind-the-wheel evaluations of all bus drivers at least once a year. p. 172	$0	$0	$0	$0	$0	$0	$0
26	Dispose of five older gasoline buses and	$0	$0	$0	$0	$0	$0	$4,000

	implement a 15-year replacement cycle. p. 175							
27	Solicit proposals from other school districts to contract all or parts of CCISD's transportation services. p. 176	$0	$0	$0	$0	$0	$0	$0
	Totals - Chapter 6	**$3,154**	**$3,154**	**$3,154**	**$3,154**	**$3,154**	**$15,770**	**$4,000**
Chapter 7 Food Services								
28	Develop job descriptions with required competencies and evaluation criteria for each position in the Food Services department. p. 183	$0	$0	$0	$0	$0	$0	$0
29	Develop a policy and procedure manual for the Food Services department. p. 184	$0	$0	$0	$0	$0	$0	$0
20	Use industry standard MPLH guidelines for establishing staff levels and eliminate at least one substitute. p. 185	$3,559	$3,559	$3,559	$3,559	$3,559	$17,795	$0
31	Identify cafeterias and employees with high absentee rates and initiate corrective action. p. 186	$0	$0	$0	$0	$0	$0	$0
32	Develop a reporting system to	$0	$0	$0	$0	$0	$0	$0

	identify changes in working capital from year to year. p. 190								
33	Provide nutrition education at all grade levels as a component of health education programs and coordinate nutrition education with the Food Services Department. p. 193	$0	$0	$0	$0	$0	$0	$0
34	Establish a district policy to control the sale of foods in competition with meals served under the National School Lunch and Breakfast Program. p. 195	$0	$0	$0	$0	$0	$0	$0
35	Increase breakfast participation by increasing menu choices and expanding serving options. p. 196	$5,688	$5,688	$5,688	$5,688	$5,688	$28,440	$0
36	Conduct a needs assessment to determine if upgrades are needed to meet all the Federal Food Code requirements. p. 198	$0	$0	$0	$0	$0	$0	$0
	Totals - Chapter 7	**$9,247**	**$9,247**	**$9,247**	**$9,247**	**$9,247**	**$46,235**	**$0**
	Total Savings	**$321,879**	**$550,036**	**$550,036**	**$550,036**	**$550,036**	**$2,522,023**	**$4,000**
	Total Costs	**($85,987)**	**($100,987)**	**($100,987)**	**($100,987)**	**($100,987)**	**($489,935)**	**($30,000)**

	Net Savings	$235,892	$449,049	$449,049	$449,049	$449,049	$2,032,088	($26,000)
	Total Gross Savings	$2,526,023					
	Total Gross Costs	($519,935)					
	Net Savings/(Costs)	$2,006,088					

Chapter 1
DISTRICT ORGANIZATION AND MANAGEMENT

This chapter examines the organization and management of the Crystal City Independent School District (CCISD) in the following areas:

A. Governance
B. Organization and Staffing
C. Planning
D. Personnel Management

A school district's organization and management involves cooperation among the elected members of the Board of Trustees and the district's staff. The board's role is to set goals and objectives for the district in both instructional and operational areas, determine the policies that will govern the district, approve the plans to implement those policies, provide the funding sources necessary to carry out the plans and evaluate the results.

BACKGROUND

Each board derives its legal status from the Texas Constitution and the Texas Legislature. The board must operate in accordance with state and federal statutes, controlling court decisions and state and federal regulations. Under Section 11.151 of the Texas Education Code, each board has specific statutory powers and duties, including, to:

- Govern and oversee the management of the public schools of the district;
- Adopt such rules, regulations and bylaws as the board may deem proper;
- Approve a district-developed plan for site-based decision-making and provide for its implementation;
- Levy and collect taxes and issue bonds;
- Select tax officials, as appropriate to the district's need;
- Prepare, adopt and file a budget for the next succeeding fiscal year and file a report of disbursements and receipts for the preceding fiscal year;
- 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;
- Publish an annual report describing the district's educational performance, including campus performance objectives and the progress of each campus toward these objectives;

- Receive bequests and donations or other money coming legally into its hands in the name of the district;
- Select a depository for district funds;
- Order elections, canvass the returns, declare results and issue certificates of election as required by law;
- Dispose of property no longer necessary for the operation of the school district;
- Acquire and hold real and personal property in the name of the district; and
- Hold all powers and duties not specifically delegated by statute to the Texas Education Agency or the State Board of Education.

The CCISD board has seven members elected at large for three-year terms (**Exhibit 1-1**).

Exhibit 1-1
CCISD Board Members
May 2001

Board Member	Board Position	Term Expires	Occupation
Diana Palacios	President	May 2003	Self employed
Dr. Antonio H. Rivera	Vice President	May 2004	Doctor
Ramon S. Lopez, Jr.	Secretary	May 2003	Financial officer
Epi Ortiz	Member	May 2004	Retired
Ramiro Lomas	Member	May 2002	Program manager
Aroldo Briones	Member	May 2002	College student
Rodolfo Espinosa, Jr.	Member	May 2003	Charter school administrator

Source: CCISD Superintendent.

Elections are held each year on the first Saturday of May. The board meets each month on the second Tuesday at 6:00 p.m. Since the district does not have a designated board room, the meeting is conducted at one of the district's schools. Each year, following the installation of newly elected board members, officers are elected by the board.

The staff is responsible for managing the day-to-day implementation of the plans approved by the board and for recommending the modifications necessary to ensure the most effective operation of all district programs

and functions. To undertake this management role, the superintendent, as the chief executive officer of the district, recommends the level of staffing and amount of resources necessary to accomplish the goals and objectives set forth by the board.

CCISD is responsible for providing public education for all the students who live within the 656 square miles of the district. The district's mission statement says the district "working in partnership with the community has education as its top priority. By providing a safe and positive learning environment, all students will develop the competencies needed to become learned, responsible and conscientious members of society."

CCISD provides these educational opportunities through its four schools: Tomas Rivera/Zavala Elementary School (three-year-old children through grade 3), Benito Juarez Elementary School (grades 4-5), Sterling H. Fly Junior High School (grades 6-8), and Crystal City High School (grades 9-12). There is also one alternative education program for junior high and high school students.

In the 1999-2000 Texas Education Agency (TEA) Accountability ratings, CCISD was rated Academically Acceptable. The November 2000 enrollment was 2,077 students.

Regional Education Service Center XX (Region 20) which is located in San Antonio, serves the district.

For this review, CCISD selected peer districts for comparative purposes based upon certain similarities in enrollment, student performance and community and student demographics. The districts are Cotulla, Carrizo Springs, Devine and Pearsall.

Chapter 1
DISTRICT ORGANIZATION AND MANAGEMENT

A. GOVERNANCE

The director of Curriculum and Instruction is responsible for maintaining district policies, which are approved by the Board of Trustees. These policies are updated using the services provided by the Texas Association of School Boards (TASB).

TASB provides the district new generic policies that are required, or updates to existing policies that have been changed due to statutes enacted by the Texas Legislature or actions of the State Board of Education, Commissioner of Education, or the State Board of Educator Certification. The district modifies the policy, as necessary, to reflect local situation.

When CCISD considers modifying an existing policy, the director submits a copy of the revised policy to TASB's legal division and to the district's attorney. After these reviews, modifications are incorporated and presented to the board.

Periodically, CCISD converts an existing policy to procedures. This situation arises when updating the original policy becomes too frequent and, hence, too time consuming. For example, the district originally had a policy on student conduct that enumerated the various elements of the code, infractions and discipline alternatives. Since districts are required to review and update student codes annually and to distribute them to students and parents, this requirement meant that the policy had to be updated annually. As a result, the district converted the policy to procedures that can be updated without board approval each time.

Before converting policy to procedure, the director submits the proposed converted policy in procedure form to TASB' legal division to confirm that the policy can be converted. Upon approval, the district follows through with the conversion and requests board approval to amend current policy accordingly.

Since arriving in October 1999, the superintendent and director of Curriculum and Instruction review district policies periodically. As a result of this review, they noted a series of policies that were either outdated and needed updating or were no longer applicable and should be deleted. TASB began assisting the district in June 2001 in conducting a full scale audit of the policies and making necessary revisions.

COMMENDATION

CCISD keeps district policies updated, eliminates unnecessary policies, and converts certain policies to procedures to eliminate unnecessary administrative processing.

Chapter 1
DISTRICT ORGANIZATION AND MANAGEMENT

B. ORGANIZATION AND STAFFING

CCISD is managed by a superintendent and senior staff members who report to the superintendent. As specified by Section 11.201 of the Texas Education Code, the superintendent is primarily responsible for:

- Planning, operation, supervision, and evaluation of the educational programs, services, and facilities of the district and for annual performance appraisals of the staff.
- Assigning and evaluating district personnel.
- Terminating or suspending staff members or declining to renew staff members' term contracts.
- Managing of district operations.
- Preparing district budgets.
- Preparing policy recommendations for the board and administering and implementing adopted policies.
- Developing appropriate administrative regulations to implement board policies.
- Providing leadership in improving student performance.
- Organizing the district's central administration.

Exhibit 1-2 presents CCISD's current organization.

Exhibit 1-2
Current CCISD Organization
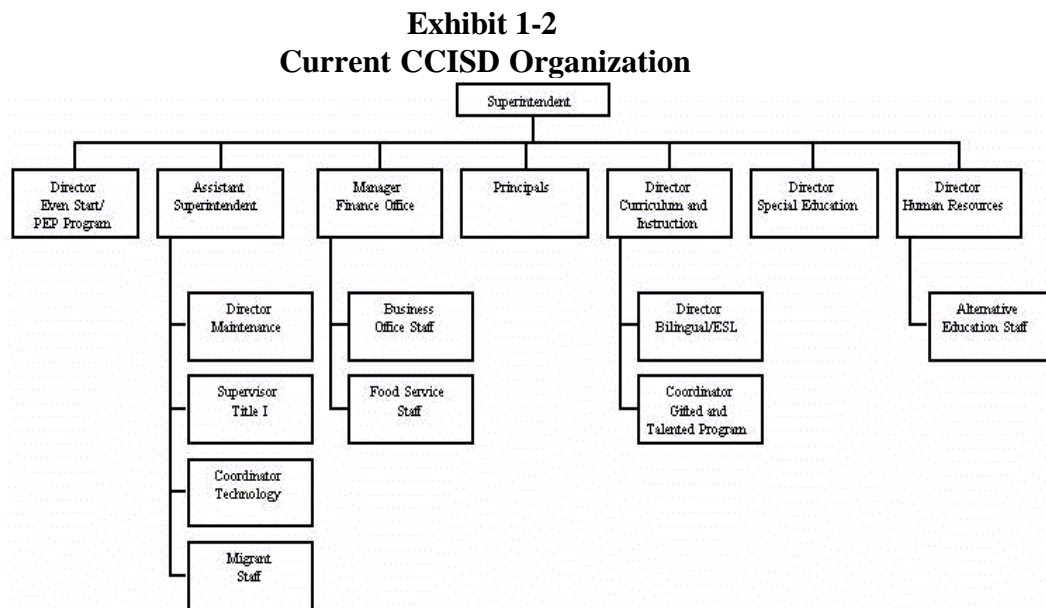
Source: CCISD Superintendent.

The key responsibilities of the senior management positions are listed below.

Assistant superintendent. This position oversees federal programs, technology, the dyslexia program and Maintenance and Transportation Departments. The assistant superintendent serves as the district's 504 program coordinator and the hearing officer for student expulsions.

Director, Curriculum and Instruction. This position oversees development of CCISD curriculum, the district calendar, Title IX, the bilingual program, staff development, the gifted and talented program, the safe and drug free schools program, the ninth grade success initiative, and Title II-B.

Director, Human Resources. This position is responsible for all personnel functions, the Public Education Information Management System (PEIMS), student services and the alternative school.

Director, Even Start and Pregnancy Education and Parenting (PEP) Programs. The Even Start Program provides a literacy program and educational services for the entire family. The PEP Program offers day care to student parents and involves an educational component for toddlers who are not old enough to attend school. Case management and parent training is provided to the PEP student parents.

Manager, Finance Office. This position supervises the business management functions of the district including the preparation and monitoring of the district budget, and purchase order processing. The manager is also responsible for overseeing food service operations, new construction and campus accountability.

Section 16.205 of the Texas Education Code requires TEA to analyze district expenditures to identify districts that exceed established administrative cost standards in the prior year. The cost standards are maximum levels of administrative funding as a percentage of instructional funding. Exceeding the standard can result in a reduction of state funds in the next fiscal year.

FINDING

CCISD is overstaffed in educational aides and paraprofessional personnel. From 1995-96 through 1998-99, CCISD staff increased by 7.2 percent versus a student growth rate during that period of 2.8 percent (**Exhibit 1-2**). The largest increases were in the number of educational aides and teachers.

Exhibit 1-2
CCISD Staff Full-Time Equivalents (FTEs)
1995 - 2000

Staff Category	1995-96	1996-97	1997-98	1998-99	1999-2000	Percent Change over the Five Year Period
Teachers	**134.7**	**131.3**	**140.9**	**141.9**	**144.9**	**7.8%**
Professional support	18.0	15.7	18.0	17.0	16.0	(11.1%)
Campus administration	8.0	9.0	10.0	13.0	11.3	41.3%
Central administration	7.0	6.0	3.0	5.0	4.9	(30.0%)
Educational aides	**58.7**	**69.4**	**71.0**	**74.5**	**65.4**	**11.4%**
Auxiliary staff	118.5	111.3	120.7	118.2	99.5	(16.0%)
Total staff	**344.9**	**342.6**	**363.6**	**369.6**	**341.9**	**(0.9%)**
Total students	**2,026**	**1,974**	**2,056**	**2,082**	**2,097**	**3.5%**

Source: TEA, Academic Excellence Indicator System (AEIS), 1995-96 - 1999-2000.

Compared to its peer districts, CCISD is overstaffed in educational aides (**Exhibit 1-3**). Crystal City's percentage of educational aides is the highest among peer districts and almost double the regional and state averages.

Exhibit 1-3
CCISD Educational Aide FTEs versus Peer Districts, Region 20, and the State
1999-2000

Entity	Enrollment	Educational Aide FTEs	Percent of Total Staff
Crystal City	**2,097**	**65.4**	**19.1%**
Devine	1,899	40.6	15.7%
Pearsall	2,347	51.3	14.1%
Cotulla	1,402	25.7	13.0%

Region 20	**N/A**	**N/A**	**11.9%**
State	**N/A**	**N/A**	**10.3%**
Carrizo Springs	2,532	33.0	7.7%

Source: TEA, AEIS, 1999-2000.

Compared to its peer districts, CCISD is overstaffed in paraprofessional personnel (**Exhibit 1-4**). Crystal City's percentage of paraprofessional personnel is the highest among peer districts.

Exhibit 1-4
CCISD Paraprofessional Personnel Staffing versus Peer Districts
1999-2000

Entity	Number of Paraprofessional Personnel	Percentage of Total Staff
Crystal City	**76**	**22.2%**
Cotulla	30	15.2%
Carrizo Springs	42	9.9%
Pearsall	36	9.9%
Devine	N/A	N/A

Source: TSPR survey of districts, November 2000.

CCISD is also paying a premium for paraprofessional personnel. With more paraprofessional staff and a higher cost for these positions, CCISD is diverting already-limited resources from the educational programs. **Exhibit 1-5** shows that in 1999-2000, CCISD had the highest paraprofessional salaries at entry level and at step 5 (one step is typically equivalent to one-year experience). Only at the most experienced levels did another district surpass CCISD paraprofessional salaries.

Exhibit 1-5
CCISD Paraprofessional Personnel Salaries versus Peer Districts
1999-2000

	Salary		
Entity	**Entry Level**	**Step 5**	**Step 10**

Crystal City	$10,479	$12,279	$14,279
Cotulla	$8,396	$10,163	$12,126
Carrizo Springs	$9,500	$11,750	$14,250
Pearsall	$10,112	$12,199	$14,808

Source: TSPR survey of districts, November 2000. Based upon 187 days of employment.

Educational aides are paid with monies from various funds, including Title 1, local funds, migrant funds, SCE funds, state bilingual funds program, Special Education funds and Head Start funds.

Recommendation 1:

Reduce educational aide and paraprofessional positions to the average of Region 20 and peer districts.

Assuming that CCISD reduces its educational aide positions to 11.9 percent of the total staff and its paraprofessional positions to the average among it and its peer districts, or 13.8 percent, the district could eliminate 24.7 educational aide positions and 28.9 paraprofessional positions.

Because of the number of at-risk children in the district and the fact that some of these positions are paid for with federal funds it is further assumed that CCISD will only be able to achieve 60 percent of those reductions

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent meets with the principals and directors to review the location and responsibilities of educational aides and paraprofessionals in CCISD.	September-October 2001
2.	The superintendent instructs the principals and directors to implement a hiring freeze on all educational aide and paraprofessional positions and develop a plan to reduce staffing levels of each position to regional and peer district averages.	October 2001
3.	The principals and directors develop a plan to reduce staffing levels to comparable levels and review all vacancies before filling them.	November 2001 - January 2002
4.	The superintendent reviews the plan and recommends	March 2002

	implementing it to the board beginning with the 2002-03 budget year.	

FISCAL IMPACT

The fiscal impact estimate assumes the district can reduce staffing by 60 percent of the potential levels noted above. CCISD could reduce educational aide staffing by 14 positions and paraprofessional staffing by 18 positions. The fiscal impact also assumes that the reductions will be accomplished over two years beginning in 2001-02, when a hiring freeze is implemented.

Assuming the lowest paraprofessional salary for both positions, or $10,479, plus benefits of 20 percent of salary, or $2,096, total annual savings per position would be $12,575. Eliminating one-half of the positions in 2001-02, or seven educational aides and nine paraprofessional personnel, would result in savings of $201,200. Eliminating the remaining half of the positions in 2002-03 would achieve full savings of $402,400.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Reduce educational aide and paraprofessional positions to the average of Region 20 and peer districts.	$201,200	$402,400	$402,400	$402,400	$402,400

Chapter 1
DISTRICT ORGANIZATION AND MANAGEMENT

C. PLANNING

Planning and budgeting are critical to effective management. Planning enables a district to define goals and objectives, establish priorities, select appropriate implementation strategies and determine critical measures of performance.

The budget process should follow the plan's development and implementation by allocating the resources necessary to reach the performance targets established in the plan. When coordinated properly, the combination of planning and budgeting reduces confusion and conflict over how scarce resources are distributed.

School districts with effective planning systems divide the process into a series of key components that provide information that can be used to develop the plan, update it or implement plan priorities. These key components include the district's annual priorities; campus improvement plans; a regular program evaluation cycle; work plans; ongoing evaluation of the personnel implementing the plan; budget tied to the priorities in the plan; and a management information system.

An effective board adopts annual priorities and indicates what the district will do to achieve its goals and objectives. A plan must set priorities and clearly measurable objectives, assign responsibility for implementation at each level and define a mechanism to measure success.

The board should create a program cycle that indicates what will happen in each program taught in the district or in each program that supports learning among all student groups in each year of the plan. The board also decides whether new programs or modifications to existing ones are necessary.

Districts must develop work plans to define the responsibilities for plan implementation and monitor all levels of the district. Work plans provide objective-specific tasks and identify what department and position will be held accountable for completing each task.

The budget is tied to each priority so adequate resources can be assigned. Budget information should be readily communicated to the public with the district's established priorities.

A well-run personnel evaluation system measures how well district personnel performed in accomplishing their assigned objectives. An annual summary of the evaluation provides information for individual and system improvement.

Finally, the management information system in an efficient school district reflects how well the total system has performed in satisfying the plan's priorities. A system should collect information to determine how well objectives are being achieved and what should be changed. The information includes input from each of the above elements as well as other information pertinent to decision-making, such as enrollment and financial projections.

In Texas, Section 11.252 of the Texas Education Code (TEC) provides the requirements for district-level planning and decision-making. The TEC sets out minimum requirements for district and campus planning and decision-making that all school districts must satisfy. The board must adopt policies for establishing a district- and campus-level planning and decision-making process. The board must ensure administrative procedures that the district establishes with the active involvement of the district-level committee as required by state law.

Neither the TEA nor the State Board of Education (SBOE) has any rule-making authority in this area. Each school district is responsible for interpreting and implementing the TEC's provisions in a manner to best serve the school district's unique characteristics.

Each school district must have a district improvement plan (DIP) that it develops, evaluates and revises annually. State statute specifically designates the components that must be addressed in district and campus plans:

- a mission statement;
- a comprehensive needs assessment;
- long-range goals;
- performance objectives;
- strategies for improving student performance;
- resources needed to implement identified strategies;
- provisions for implementation (such as staff and timelines); and
- formative (i.e., criteria for determining whether the strategies are working) and summary evaluation.

The DIP must be developed by a district-wide committee that is comprised of board members, district staff, principals, teachers and citizens. At least every two years, each district shall evaluate the effectiveness of the district's decision-making and planning policies, procedures and staff

development activities that are related to district- and campus-level decision-making and planning. This evaluation is designed to ensure that the activities are effectively structured to positively influence student performance.

Campus-level committees must be involved in decisions affecting planning, budgeting, curriculum, staffing patterns, staff development and school organization. These committees must approve the portions of the campus plan addressing campus staff development needs.

In each district an administrative procedure must be provided to define the roles and responsibilities of the superintendent, central office staff, principals, teachers, district-level committee members and campus-level committee members in six areas (TEC §11.251). These areas are: planning, budgeting, curriculum, staffing patterns, staff development and school organization.

FINDING

In November 1999, CCISD began a strategic planning process "designed to bring together all human and financial resources established by the school and community to achieve the district's goals." The first step in the process was a commitment by the Board of Trustees to districtwide, long-range planning.

Following this commitment, a planning team of individuals from the district's schools and the community participated in intensive discussions to outline the major components of a strategic plan. Facilitated by the Texas Association of School Boards, the planning team examined the external factors and issues affecting the district and its schools. The team collected data reflecting current social, demographic, technological, economic and governmental issues. The team evaluated CCISD schools on what was working well and what needed more attention.

From this process, the planning team identified a shared vision for the district, strategic goals, desired student outcomes and the critical issues facing the district (**Exhibit 1-6**).

Exhibit 1-6
CCISD Strategic Plan Components

Component	Description
Shared Vision	**Our students:**
	• Have a vision of their future and the skills and self-confidence to actively pursue their dreams.

	• Fully prepared to meet the challenges of a technological and rapidly changing world. • Are socially responsible and conscientious members of society. • Are happy, healthy, and eager to learn. • Are effective problem solvers and decision-makers.
	In the learning environment:
	• Our fully qualified and highly motivated staff meets the individual learning needs of each student. • Our parents and staff work together as full partners to educate our children. • There is a strong sense of pride and commitment among the staff, parents, and students that allows everyone to succeed. • Our schools and homes are safe, both physically and emotionally. • Modern facilities and technology combine to prepare our students and staff for the 21st century.
	Our supporting environment:
	• Provides all resources for a world-class education. • Fosters high expectations for success and recognizes the value of each student. • Has leaders who are positive role models. • Has education as our top priority.
Goals	**CCISD has**:
	• An aligned curriculum and modern technology that meets the needs of the district. • An effective public relations program to promote community involvement and economic involvement. • Professionally qualified, competent, and highly motivated teachers who meet the needs of each student. • A well-informed community and parents fully involved as partners in the education of our children.
Critical Issues	**Critical issues in the learning environment:**
	• Improve quality of teaching staff. • Family involvement with their students. • Meeting instructional needs of each student.

	• Increase community involvement in schools. • Knowledge and understanding of public education system. • Increase teacher expectations. • Teacher professional growth and development. • Teacher recruiting. • Economic development. • Technology. • Parental involvement. • Align and develop curriculum. • Public relations - positive. • Tax base. • Partnerships.

Source: CCISD Goal Setting and CCISD District Improvement Plan.

Following this phase, the second phase, which lasted from February through April 2000, involved creating action teams of community and school volunteers. The district formed teams for each goal and developed research and ideas to accomplish the goal. CCISD administrative staff supported each action team.

Phase three began in April 2000 and culminated with the board's approval of the District Improvement Plan (DIP) and the district's strategic plan in August 2000. The action teams took the goals specified in phase one, defined the goals in action steps, identified long- and short-term objectives, and identified the strategies and timelines necessary to accomplish the goals and objectives (**Exhibit 1-7**).

Exhibit 1-7
CCISD District Improvement Plan Goals, Objectives, and Strategies
2000-01

Goal	Objectives	Sample Strategies
Recruit and retain professionally qualified, competent, and highly motivated teachers who meet	By 2003-04, 90 percent of all professional staff positions will be filled by appropriately certified teachers.	Conduct surveys for beginning teachers, paraprofessional, and substitutes to establish a plan for providing incentives and support.

the instructional needs of each student.	For 2000-01, increase the percentage of appropriately certified teaching professionals by 10 percent.	Coordinate with area universities and community groups to build a base for developing student teaching programs.
Develop an effective public relations program to communicate the strengths of our school system across the broader community to positively impact economic development.	Increase the positive perception of CCISD by promoting communication within the broader community.	A survey of the community to result in a district report card that will establish a baseline of perception.
		Develop a plan based upon the needs assessment and implement some of the following activities: campus newsletter, increased number of articles published in the newspaper, campus program, brochures, district showcase CD, TV broadcast on local channel, and standardized district logo.
Align curriculum and integrate modern technology that meets the needs of all district students.	By September 2002, establish, train and implement standards that will guide in the development and alignment of the curriculum.	Establish both horizontal and vertical curriculum alignment teams by September 1, 2000 to meet monthly to develop the TEKS aligned standards by May 2001. The teams are to include a representative from each campus and a central office representative.
	By May 2001, write curriculum standards with vertical alignment and provide a written plan for professional development.	Provide appropriate technology skill and integration training for each professional staff member by May 2001.

Build partnerships with community members and parents to increase involvement in the education of our children.	All campuses will be supported with increasing levels of community and parental support.	All teachers will meet with parents of their students at least twice each year to discuss student progress on local, state and federal expectations, including an explanation of the Title I compact.
	For 2000-01, the involvement of parents and community members throughout the district will increase over 1999-2000.	Invite staff members from childcare and private schools to participate in selected staff development.
All students will demonstrate continuous progress toward meeting state and local academic expectations.	By 2003-04, al least 90 percent of all students tested, including all accountability subgroups, will meet or exceed minimum expectations on all TAAS tests.	Benchmark assessment will be conducted and analyzed at the campus level in the fall and spring semesters in all TAAS content areas for all students in grade 3, Exit Level.
	By 2000-01, at least 75 percent of all students, including all accountability subgroups, will meet or exceed minimum expectations on all TAAS tests, 75 percent of all students will maintain or increase TLI growth and the number of students mastering all objectives will increase by five percent.	Identify and implement strategies that will improve the performance of LEP students districtwide.
	Maintain/increase student participation in AP and pre-AP classes.	Review the G/T identification process and the services being provided to those students.
		AP and pre-AP teachers will attend a summer institute for professional development.
	Increase the number of students taking the ACT/SAT and increase the scores by five percent yearly.	

Our district will provide a safe, healthy, and positive learning environment to meet the diverse needs of all students.	The perception of all stakeholders will reflect an improvement in the learning environment.	Develop and implement a crisis prevention and intervention plan.
		Provide staff development for the formulation and implementation of the district crisis and intervention plan.
		Campus will be supported by a district police officer.

Source: CCISD DIP, approved August 8, 2000.

The campus improvement plans adopted in fall 2000 consistently identify the same goals and objectives for the schools. Within this framework, each school has identified its own actions step and strategies.

COMMENDATION

CCISD involved parents, community members and staff in developing a strategic plan to guide the district in the future.

FINDING

There is no direct link between the DIP and the district's budget. Broad goals identified in the DIP are not reflected as budget items. For example, the goal that the district will "align curriculum and integrate modern technology that meets the needs of all district students" does not have a cost estimate associated with it that is then reflected in the budget.

The DIP does allocate resources for implementing strategies that are necessary to accomplish goals, but these allocations are defined in broad terms. For example, in the goal for aligning curriculum, some of the resources required are identified as substitute pay but there is no mention of a specific amount of money that should be allotted to each campus to cover the expense of hiring substitutes.

In the Campus Improvement Plans (CIPs), broad statements identify sources of revenue (for example, local funds, gifted/talented student funds, or time without specific amounts.)

School districts such as Spring ISD and Houston ISD are examples of districts that include the management of the school budget as part of the evaluation of the principal. In Houston, incentive compensation is provided to schools based upon student achievement from one year to the next.

This linkage also makes communicating the district's budget to the community much easier. The district's current format, required by the Texas Education Agency, requires submitting the budget in the format of the state accounting system, for example, by specific functions, objects and sub-object codes. This format is confusing for the average person because it has functions that are then broken down into numerous line items called objects and sub-objects. To get an accurate total of the funding for any one program, figures must be added from several different line items, possibly across several functions. Spring ISD has an effective system for displaying district priorities and the budget allocated to each one (**Exhibit 1-8**). The system in Spring ISD rolls up the costs of implementing individual strategies into the broad goals identified in the annual planning document.

Exhibit 1-8
Spring ISD General and Special Revenue Funds Budget by Priorities

	Goal	Budget	Percentage
1.	Enhance the quality of teachers and support staff		
2.	Recruiting	$482,913	0.47%
3.	Salary and Benefits	$59,026,039	57.58%
4.	Teacher Incentives and Recognition	$2,352,032	2.29%
5.	Teacher Development and Improvement	$1,578,837	1.54%
	Total	**$63,439,821**	**61.89%**
6.	Strengthen student achievement and educational programs	$12,502,709	12.20%
7.	Increase the quality and quantity of parent involvement	$1,086,683	1.06%
8.	Provide strong fiscal management, protect the District's investment in facilities and equipment and meet instructional space needs	$12,221,996	11.92%
9.	Reduce the number of students at risk for dropping out of school	$1,417,880	1.38%
10.	Provide for safety of students and staff in the	$969,734	0.95%

	schools		
11.	Increase the effectiveness of student discipline	$2,104,071	2.05%
12.	Eliminate substance abuse	$800,104	0.78%
13.	Improve the transition of students from elementary to middle school, from middle school to high school, and from high school to college and work	$1,149,095	1.12%
14.	Expand computer support applications for teachers and instructional services for students	$1,517,800	1.48%
15.	Expand school-business partnerships	$31,000	0.03%
	Total Five Year Education Plan Priorities	**$97,240,893**	**94.86**%
16.	Other General Support [Transportation, tax office, school activity]	$5,269,386	5.14%
	Total General and Special Revenue Funds Budget	**$102,510,279**	**100.00%**

Source: SISD Five-Year Education Plan Budget Priorities.

Recommendation 2:

Tie the allocation of resources to the District and Campus Improvement Plans.

Goals in the DIP and CIPs should have total costs associated with implementing individual strategies. Then, the budget should reflect those total costs so the plan is linked to the resources allocated.

Principal and teacher performances should be evaluated in part on how well they matched their resources to identified district priorities and the success of each campus in using their resources to achieve the goals. The site-based decision-making (SBDM) committees should be involved in determining how the resources are used to achieve district and campus priorities; however, a degree of flexibility must be left to the principal to meet unforeseen occurrences or adjust to unusual situations.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent develops a process so funds are allocated to the District Improvement Plan (DIP).	September - October 2001
2.	The superintendent and principals develop a process so each	November -

	school can apply the same approach to their Campus Improvement Plan (CIP).	December 2001
3.	The superintendent directs the DIP members and CIP members on each campus to assign resource requirements to each strategy for the 2002-03 plan.	Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 1
DISTRICT ORGANIZATION AND MANAGEMENT

D. PERSONNEL MANAGEMENT

Critical to the success of any school district's personnel or human resources functions are recruiting qualified candidates for all positions; processing personnel actions efficiently; staffing appropriately; administering salaries for the district; and complying with state and federal personnel laws.

BACKGROUND

In most public school districts, a personnel or human resources department manages employee-related tasks. These tasks include:

- developing wage and salary schedules;
- reviewing salary schedules periodically to ensure that wages are competitive with other area employers;
- classifying all positions;
- developing job descriptions for all positions and updating job descriptions to reflect changes in responsibilities;
- developing personnel staffing tables and reviewing staff allocation formulas;
- administering an employee grievance process;
- recruiting personnel;
- maintaining employee records;
- administering certification and permit processes;
- issuing contracts and nonrenewal or dismissal notices;
- placing substitutes;
- recruiting and placing student teachers;
- developing, recommending and publishing board policies about personnel issues;
- developing, recommending and administering an employee benefits program; and
- preparing periodic reports to fulfill local board and state reporting requirements.

CCISD's personnel functions are managed by the director of Human Resources, who is assisted by two paraprofessional personnel. One is responsible for issues dealing with teachers and administrators, and the other is responsible for issues with all other district personnel.

The director of Human Resources assumed the position with CCISD in July 2000. Before that time, the director served as a teacher, principal and migrant program coordinator for CCISD.

The director is responsible for coordinating recruiting, responding to employee relations issues, updating personnel policies, responding to employee grievances and managing and updating the salary plan.

The key responsibilities of the paraprofessional responsible for teacher and administrator personnel issues are to: ensure that teacher and administrator application files are complete; monitor deficiency plans for teachers on permits; maintain service records; maintain leave records; make position, payment or record changes on employee files; prepare Human Resource Department material for board agenda packages; prepare district staffing data for the Public Education Information Management System (PEIMS); prepare advertisements for positions; and complete various forms, such as employment verification.

The key responsibilities of the paraprofessional responsible for personnel issues regarding other district staff are to: maintain files on active and inactive employees; maintain service and leave records; prepare advertisements for positions and receiving applications; prepare employee information for payroll; maintaining the board policy manual; and complete various forms, such as employment verification.

As with any personnel office, at the peak time in one area, other staff will share the workload.

In discharging these responsibilities, the director involves department and campus personnel in conducting recruiting visits, soliciting applicants and conducting candidate interviews. In some instances other departments handle certain personnel-related activities, either exclusively or in conjunction with the director (**Exhibit 1-9**).

Exhibit 1-9
CCISD Personnel Management Responsibilities

Responsibility	Department or Position Involved
Recruiting staff	Human Resources
Hiring staff	Human Resources; all departments participate
Background checks	Human Resources
Reference checks	Human Resources
Initial salary determinations	Superintendent; Human Resources; department

	directors; Finance Office
Salary adjustment calculations	Superintendent; department directors; Finance Office
Compensation studies	Human Resources
Attendance monitoring (employees)	All departments
Benefits administration	Finance Office
Employee grievances	All departments; Human Resources
Training / staff development	All departments; Curriculum and Instruction
Termination	Superintendent
Planning for staffing levels	Superintendent; Human Resources

Source: CCISD interviews and job descriptions.

Texas school districts must comply with federal laws governing human resources management, including the Fair Labor Standards Act (FLSA), which governs wages and hourly payments; the Americans with Disabilities Act, which requires employers to provide reasonable accommodation to any employee or job applicant who has a disability; and the Equal Employment Opportunity Act, which prevents employers from making hiring and firing decisions based on age, race, religion, gender or other factors not related to performance. There are also state laws governing school district personnel administration in areas such as employee grievances, due process, terminations and contract renewal (Section 21, Texas Education Code).

Payroll accounted for more than 75 percent of CCISD's 2000-01 budget (**Exhibit 1-10**).

Exhibit 1-10
CCISD Budgeted Expenditures by Category
1999-2000 through 2000-01

Category	Percentage of Total Expenditures	
	1999-2000	**2000-01**
Payroll costs	73.3%	74.9%
Professional and contracted services	12.7%	8.7%
Supplies and materials	5.5%	9.0%

Other operating expenses	2.5%	2.6%
Debt service	4.0%	3.2%
Capital outlay	1.9%	1.6%

For purposes of the Academic Excellence Indicator System (AEIS), the Texas Education Agency (TEA) categorizes school district staff into three groups: 1) professional staff, which includes teachers, professional support staff, campus administrators and central administrators; 2) educational aides;
and 3) auxiliary personnel.

The total number of full-time equivalent positions (FTEs) for the district for 1996-97 through
1999-2000 and the budgeted total for 2000-01 are described in **Exhibit 1-11**. Total CCISD staffing increased over the five-year period by 6.5 percent while student enrollment increased two percent.

Exhibit 1-11
CCISD Staff FTEs
1996-97 through 2000-01

Staff Category	1996-97	1997-98	1998-99	1999-2000	2000-01*	Percent Change
Teachers	131.3	140.9	141.9	144.9	142.0	8.1%
Professional support	15.7	18.0	17.0	16.0	18.0	14.6%
Campus administration	9.0	10.0	13.0	11.3	6.0	-33.3%
Central administration	6.0	3.0	5.0	4.9	8.0	33.3%
Educational aides	69.4	71.0	74.5	65.4	71.0	2.3%
Auxiliary staff	111.3	120.7	118.2	99.5	120.0	7.8%
Total staff	342.7	363.6	369.6	342.0	365.0	6.5%
Total students	**1,974.0**	**2,056.0**	**2,082.0**	**2,097.0**	**2,014.0**	**2.0%**

For CCISD, central administrative staff includes the following positions: superintendent, directors and manager of the Finance Office. Campus administration includes principals and assistant principals. Professional support includes supervisors, counselors, librarians and nurses. Auxiliary staff includes cafeteria workers, maintenance and custodial employees and bus drivers.

Exhibit 1-12 compares CCISD's percentage of employees budgeted for each group in the 2000-01 school year with its peer districts' employee budgets. CCISD has the highest percentage of teacher aides (almost twice the state and regional averages), but the percentage of certified teachers is the lowest among peer districts and below the regional and state average.

Exhibit 1-12
CCISD Staffing Compared to Peer Districts, Region 20 and the State
2000-01

District	Teachers	Professional Support	Campus Administrators	Central Administrators	Educational Aides	Auxiliary Staff
Cotulla	49.5%	6.1%	4.0%	2.5%	14.6%	23.2%
Devine	49.8%	5.6%	2.2%	1.1%	14.9%	26.4%
State	**50.6%**	**7.9%**	**2.4%**	**1.0%**	**10.3%**	**27.7%**
Region 20	**48.2%**	**8.2%**	**2.3%**	**0.9%**	**11.0%**	**29.5%**
Pearsall	47.4%	6.4%	2.5%	0.8%	14.5%	28.4%
Carrizo Springs	43.8%	4.7%	2.4%	1.9%	14.8%	32.5%
Crystal City	**38.9%**	**4.9%**	**1.6%**	**2.2%**	**19.5%**	**32.9%**

Among peer districts, CCISD had the lowest average salaries for teachers (**Exhibit 1-13**). Only one district, Devine ISD, exceeded the state average. The low teacher salaries contribute to CCISD's difficulty recruiting certified teachers.

Exhibit 1-13
CCISD Total Average Salaries Compared to Peer Districts, Region 20
and the State
2000-01

District	Teachers	Professional Support	Campus Administrators	Central Administrators
Region 20	**$40,239**	**$47,399**	**$60,169**	**$76,041**
Devine	$38,533	$39,520	$51,778	$63,827
State	**$38,359**	**$45,514**	**$58,252**	**$75,025**
Pearsall	$38,149	$45,042	$54,720	$71,358
Carrizo Springs	$36,604	$45,997	$54,112	$70,645
Cotulla	$36,140	$44,953	$50,894	$67,809
Crystal City	**$34,220**	**$43,061**	**$52,900**	**$61,325**

Source: TEA, PEIMS 2000-01.

The director of Human Resources and a variety of other CCISD employees carry out the personnel functions detailed in the following section.

Any employee required to have a commercial driver's license is subject to drug and alcohol testing. Teachers, coaches and other employees who primarily perform duties other than driving are subject to testing requirements if they will drive a district vehicle. The director of Transportation coordinates the program, and tests are administered by Region 20 for bus drivers and other CCISD personnel who drive district vehicles.

All employees are evaluated annually by their immediate supervisor. Each principal or department head is responsible for ensuring that all their employees receive evaluations.

The director of Curriculum and Instruction and individual campuses primarily handle staff development activities based upon campus performance objectives.

The district developed salary schedules for all positions within the district. The salary schedule uses daily rates combined with the contractual amount of days to be worked. The Texas Association of School Boards (TASB) updated the district's salary schedule during the 2000-01 year.

Salary supplements are provided to individuals assuming additional academic responsibilities, such as UIL sponsor, class sponsor or debate sponsor; co-curricular responsibilities, such as band director, cheerleader sponsor or Ballet Folklorico coordinator; and/or athletic responsibilities. These supplements range from $350 for a UIL sponsor to $8,000 for a head football coach.

Group insurance is available to all full-time employees and includes health, dental, life, supplemental life, workers compensation, unemployment compensation and cafeteria plan coverage. Other employee benefits, such as personal leave, sick leave, local leave, temporary disability, family and medical leave, military leave, and jury duty, also are provided to employees.

The district maintains a set of personnel policies and updates them in accordance with changes mandated by the federal and state governments and Texas Education Agency (TEA). The district issues an employee handbook that reflects all current CCISD personnel policies to each employee. Each employee must sign a receipt, which is filed in the Human Resources Department.

The district contracts with the Texas Department of Public Safety, through Region 20, for criminal history reviews.

FINDING

According to the superintendent, CCISD uses 19 permanent substitutes in the place of certified teachers. The incumbents in these positions vary widely in their qualifications. Some are college graduates, and others have a minimum of 100 college hours.

The state has implemented a variety of alternative permitting classifications that allows districts to fill certified or non-certified positions with people who may have qualifications in a field of study but do not have necessary teacher certifications (**Exhibit 1-14**).

Exhibit 1-14
Types of Permits

Type of Permit	Description
Emergency (for certified personnel)	Activated by the employing superintendent for the professional services of a certified individual.
Emergency (for uncertified	Activated by the employing superintendent for the professional services of an uncertified individual.

personnel)	
Nonrenewable	Issued to allow an individual to complete testing requirements stipulated for continued employment.
Temporary classroom assignment	Activated by the local school district for a teacher who is certified to teach in departmentalized grades 6-12, but who will be assigned outside the certified area(s) at the secondary level.
District teaching	Activated by the local school district and approved by the Commissioner of Education for a degreed teacher who is uniquely qualified to teach a particular assignment and does not hold any type of teaching credential.
Temporary exemption	Activated by the employing superintendent for a certified, degreed teacher who is not certified for the classroom assignment. This exemption cannot be renewed.

Source: TEA.

Helping qualified individuals become certified is one way districts are able to fill these positions. This process allows a district to hire a student teacher still working toward certification. The teacher and the district must prepare a deficiency plan and file it with the State Board of Educator Certification (SBEC) 60 days before assignment. The plan must include an agreement between a college and the student teacher to complete a certification program. The plan provides specific information on the courses needed for certification and verifies that the individual meets the grade-point average required for admission into the college or university teacher-education program. The plan must be completed within three years.

The permits are renewable based upon the person completing specified levels of work each year that the permit is in use (**Exhibit 1-15**).

Exhibit 1-15
Renewal Requirements for Emergency Permits

Category	Information
General Provisions	1) The employing superintendent or authorized representative of a public school district may renew an emergency permit for the same assignment in the same school district for which the initial permit was activated.
	2) No individual may continue in the same assignment for more than three years of service on the basis of an emergency permit.

	3) The total number of semester hours required to obtain certification appropriate for the assignment shall determine the number of permit renewals for which the individual may be eligible. The following schedule shall determine eligibility for permit renewal. • One through six semester hours plus the appropriate examination requirements - no renewal. • Seven through 12 semester hours plus the appropriate examination requirements - one renewal. • More than 12 semester hours plus the appropriate examination requirements -two renewals.
Renewal Procedures	Before an emergency permit for a noncertified individual is renewed for the first time, the superintendent or authorized representative must verify that: • A noncertified teacher, except one serving in a vocational assignment requiring skill and experience in the area taught, has passed a competency examination of basic skills, the Texas Academic Skills Program (TASP); and • A noncertified teacher serving in a vocational assignment requiring skill and experience in the area taught has passed the Texas Examination of Current Administrators and Teachers or the reading and writing portions of the TASP.

Source: TEA.

Exhibit 1-16 shows the percentage of teachers on permits in CCISD for the period from 1995-96 through 1999-2000. The CCISD percentage of teachers on permits ran between two and four times the state average during the five-year period.

Exhibit 1-16
Types of Permits Used by CCISD
1995-96 through 1999-2000

Type of Permit	Number Used				
	1995-96	1996-97	1997-98	1998-99	1999-2000
Emergency (for certified personnel)	1	3	1	1	3

Emergency (for uncertified personnel)	14	10	8	14	15
Nonrenewable	3	1	1	3	2
Temporary classroom assignment	3	1	0	1	1
District teaching	0	1	0	0	0
Temporary exemption	0	0	0	0	0
Total	21	16	10	19	21
Total teacher FTEs	134.7	131.3	140.9	141.9	144.9
Percentage of CCISD teacher FTEs on permit	15.6%	12.2%	7.10%	13.4%	14.5%
Percentage of state teacher FTEs on permit	3.6%	4.0%	4.1%	5.1%	

Source: TEA AEIS, 1995-96 through 1999-2000.

According to the superintendent, the district had not made any efforts to attract student teachers in the past. Focus group participants, especially parents, expressed concern about the number of permanent substitutes and the lack of certified teachers. Principals also indicated that the lack of certified teachers hurt the district in key areas, such as math and science.

According to the superintendent and the director of Human Resources, most of the district's permanent substitutes are degreed but have not passed the Examination for the Certification of Educators in Texas (ExCET) exam.

Also, both indicated that it is difficult to compete for certified teachers due to the teacher salary schedule and rural location of the district. **Exhibit 1-17** shows beginning teacher salaries for area districts with which CCISD competes.

Exhibit 1-17
CCISD Beginning Teacher Salaries Compared to Area Districts
2000-01

District	Beginning Teacher Salary
Harlandale	$32,500
San Antonio	$32,000
Laredo	$29,000
San-Felipe - Del Rio	$29,000
Carrizo Springs	$26,240
Uvalde	$26,000
La Pryor	$24,540
Peer Average w/o CCISD	**$28,469**
Crystal City	**$25,533**

Source: Telephone survey conducted by TSPR, December 2000.

In an attempt to address the issue of attracting and retaining certified teachers, CCISD undertook a series of measures:

- The district joined a personnel cooperative through Region 20 for the 2000-01 year. The cooperative provides a list of member districts to potential applicants through the Region 20 website. Districts can access the website using a password and identify the name, address, telephone number and certifications of any potential applicant selecting that district. The district received nine candidates via this recruitment method by Spring 2001.
- The district established a board policy to pay tuition and books for permanent substitutes, educational aides and paraprofessional staff with college credit hours to attend classes to pursue their degree.
- The district focused recruiting efforts on a small number of colleges and universities from which to attract teachers: University of Texas at San Antonio, Texas A&M University at Kingsville and at Corpus Christi and Texas A&M International University in Laredo.
- CCISD used the Region 20 Teacher Orientation and Preparation Program to assist in attracting and retaining teachers.
- The district is now attempting to establish a program through universities in the area, such as Sul Ross, Texas A&M at Kingsville and others.

COMMENDATION

CCISD is addressing the need to attract certified teachers through a series of coordinated efforts including establishing focused district-college relationships, eliminating current teacher deficiencies and making long-term investments in non-teaching employees and student teachers.

FINDING

A beginning teacher with a bachelor's degree in CCISD received $25,533 for 2000-01. A beginning teacher with a master's degree receives an additional $1,000.

Turnover is high among CCISD teachers. Since 1995-96, CCISD exceeded the state and regional turnover averages every year but 1997-98 and averaged over 17 percent annually during that period (**Exhibit 1-18**).

Exhibit 1-18
CCISD, Region 20 and State Teacher Turnover Rates
1995-96 through 1999-2000

Entity	1995-96	1996-97	1997-98	1998-99	1999-2000
Crystal City	**22.4%**	**14.4%**	**12.6%**	**21.0%**	**15.0%**
Region 20	12.6%	11.2%	11.8%	13.7%	13.3%
State	12.1%	12.6%	13.3%	15.5%	15.0%

Source: TEA, AEIS 1995-96 through 1999-2000.

Principals said that new teachers come to CCISD, get frustrated and move to another area district where they can get higher pay. In the written survey administered by TSPR, 22 percent of district administrators and support staff and 32 percent of teachers said teacher turnover was high, and 63 percent of teachers said teachers are not rewarded for performance.

Since 1995-96, CCISD hired an average of 21.2 Full Time Equivalent (FTE) first-year teachers per year (**Exhibit 1-19**).

Exhibit 1-19
CCISD FTE First-Year Teachers
1995-96 through 1999-2000

Year	FTE First-Year Teachers

1999-2000	17.3
1998-99	31.1
1997-98	27.9
1996-97	9.9
1995-96	19.9
Average	21.2

Source: TEA, AEIS 1995-96 through 1999-2000.

According to the superintendent, the director of Human Resources and the principals, other factors also contribute to the problem of recruiting and retaining teachers for Crystal City ISD:

- The isolated, rural location of the district;
- The limited access to other activities and services, such as health care; and
- The lack of employment alternatives for spouses due to the high unemployment rate in the area.

Yet, a major factor contributing to the high turnover appears to be teacher salaries. Earlier exhibits in this chapter showed that CCISD average teacher salaries are the lowest among peer districts. Salaries for beginning teachers are below all other peer districts with which CCISD competes for new teachers but one, La Pryor.

Recommendation 3:

Increase beginning teacher salaries to at least the average for area districts.

IMPLEMENTATION TIMELINE AND STRATEGIES

1.	The superintendent includes the recommended increase in the budget for 2001-02 and presents it to the board for review.	July 2001
2.	The board approves the increase and authorizes the superintendent to include the cost in the budget.	August - September 2001

FISCAL IMPACT

Based upon (peer) average beginning teacher salary shown in **Exhibit 1-17** of $28,469 and hiring 21 first-year teachers per year, the annual salary

cost of implementing this recommendation is $61,656 (average area first-year teacher salary of $28,410 - CCISD first year teacher salary of $25,533 = $2,936 x 21 FTE first-year teachers = $60,417). Adding benefits at 20 percent of salary cost = $12,331 annually. Total costs for this recommendation are $73,987 annually.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Increase beginning teacher salaries to at least the average for area districts.	($73,987)	($73,987)	($73,987)	($73,987)	($73,987)

FINDING

Substitute teachers receive no orientation or training. Without training in key areas such as classroom and behavior management, preparation/review of teacher lesson plans, and different student learning styles, substitute teachers are ill-equipped to conduct classes, and students lose valuable classroom learning time.

The only requirement for a person to qualify as a substitute teacher is that they have a General Education Degree (GED) or a high school diploma. The district maintains a list of 58 substitutes.

Districts such as Bastrop and Spring recruit and train qualified candidates. The districts require that each substitute candidate attend a training session at the beginning of each school year. Candidates receive basic training in classroommanagement, effective teaching techniques, and policies and procedures of the district, including discipline management. Bastrop and Spring both prepared a substitute handbook that provides district policies, procedures and methods for all currently qualified substitutes and anyone interested in substituting in the future.

Recommendation 4:

Develop a program to train substitute teachers in classroom management and effective teaching techniques.

This training should be required annually for all substitutes, both permanent and temporary.

IMPLEMENTATION STRATEGIES AND TIMELINE

| 1. | The director of Human Resources, the director of Curriculum | September - |

	and Instruction and the principals develop areas for required training for all substitute teachers.	October 2001
2.	The directors present the plan to the superintendent for review and approval.	November 2001
3.	The superintendent approves the plan, with any modifications, and implements it.	December 2001

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Principals have not been held accountable for achieving key district goals and objectives in the past. For 2000-01, the superintendent established goals for each of the principals in the following areas:

- Align curriculum to Texas Essential Knowledge and Skills (TEKS);
- Conduct periodic benchmark testing;
- Establish content mastery instead of resource classes;
- Improve public relations;
- Reduce the number of permanent substitutes;
- Revamp the grading policy;
- Establish parent organizations at each campus;
- Complete vertical teaming in all subjects;
- Improve TAAS and Texas Learning Index (TLI) scores;
- Increase student attendance; and
- Increase staff attendance.

The evaluation of principals' performance is an essential element to achieving a district's goals. If principals are not held accountable for accomplishing established goals, there is no incentive to encourage people to perform and, accordingly, no disincentive for lack of performance.

The superintendent was trying to ensure that all principals were focused on the objectives necessary to move the district forward. Accountability for accomplishing these goals will begin with the 2001-02 school year.

The district has developed evaluation forms to enable the superintendent to track and document results in each area.

According to the U.S. Office of Personnel Management (OPM), *Handbook for Measuring Employee Performance*, January 2001 (revised), performance management is the systematic process of: (1) planning work

and setting expectations; (2) continually monitoring performance; (3) developing the capacity to perform' (4) periodically rating performance in a summary fashion; and (5) rewarding good performance. OPM goes on to indicate that there must also be risk associated with lack of desired performance, such as reassignment, demotion or termination, depending on the frequency and magnitude of a person's failure to meet performance expectations.

In the October 1998 edition of *School Administrator*, in an article entitled "Seven Policy Considerations for Principal Appraisal," authors Genevieve Brown and Beverly Irby, professors at Sam Houston State University in Huntsville, Texas, indicated that research has "determined that principals who are engaged in performance-based appraisal amplify leadership effectiveness," increasing not only their performance but that of others around them, especially teachers. However, in order to be effective, the authors state, "principals should have clarity about the criteria used to assess them."

The authors go on to state that performance-based evaluation "requires the principals to provide comprehensive and authentic documentation" and that verbal acknowledgement of effort is insufficient as a measure of performance.

In the same edition of *School Administrator*, in an article entitled "Performance Contracts for Principals," former Houston ISD superintendent and current U.S. Secretary of Education Dr. Rod Paige focuses on improving principal performance by tying evaluation, compensation and job tenure to performance. According to Paige, improved student achievement, lower student dropout rates, increased public confidence and lower costs are just some of the benefits that come from using performance measures and holding principals accountable.

According to Paige, performance standards should be set for each principal and be "specific, including measurable objectives connected to the goals in the school improvement plan." These goals could include the percentage of students passing the state-mandated student assessment, student attendance rates, teacher/staff attendance rates, improvements in the number of discipline actions, lower dropout rates and higher rates of parental participation in school activities.

Also according to Paige, "The Principal then selects from these objectives the specific areas to include in his or her performance review...At the end of the appraisal period, the evaluation addresses...performance in achieving the goals and standards...We believe the...accountability (has) unified our drive toward the beliefs and visions we established...a key

ingredient of our (district's) gains has been the quality of our leaders and their focus on what needs to be done."

COMMENDATION

CCISD developed a process to tie evaluation of principals to key district goals and objectives.

FINDING

Active employee files and all files of employees employed with CCISD in the past five years are maintained at the central office in file cabinets in a generally accessible area of the Human Resources Department. According to CCISD personnel, the cabinets are not fire-resistant. Inactive employee files over five years of age are maintained in the central warehouse.

According to interviews with CCISD employees responsible for maintaining the files, they were not aware of the information TEA requires in each employee's file. As a result, unnecessary information may be included in the files. Some of the files have grown to considerable size as a consequence. Based upon project team inspection of the storage area and the general lack of other buildings for storage, no additional room is available to store more file cabinets.

TEA requires that the following records on professional personnel be readily available for review: credentials (certificate or license); service record(s) and any required attachments; contract; teaching schedule or other assignment record; and absence from duty reports.

Districts such as Lamar Consolidated, Beaumont, Clear Creek, Spring, Galena Park and Ft. Bend purchased software allowing them to scan information into a computer and store it on a disk. The City of Dallas aggressively incorporates document imaging in developing its records retention/storage/
destruction schedules. This process of document imaging allows an organization to store up to 30,000 pages of paper on a disk and eliminates the need for excessive space.

The Texas State Library and Archives Commission (Texas Administrative Code, Title 13, Chapter 7) has adopted standards for imaging documents and storing them on a disk that meet legal requirements for both permanent records and temporary records. [The development of an imaging system has replaced the need for maintaining a filing system and increased district and citizen access to information.]

Personnel files and transcripts could be scanned, which would eliminate excessive filing; job descriptions could be stored on disks; and any other necessary information could be retained or made available to other departments.

Lamar Consolidated recently purchased the hardware and software necessary to complete scanning of all personnel records for all employees.

Recommendation 5:

Eliminate unnecessary information stored in employee files and implement a document imaging program.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Human Resources and department staff review current employee files and remove all unnecessary information.	September - October 2001
2.	The director and the manager of the Finance Office evaluate alternatives to document imaging, including purchasing hardware and software or contracting out for the service.	November 2001 - January 2002
3.	The director and the manager develop a set of specifications and prepare requests for proposals for both hardware and software and for contracted service and distribute them to qualified vendors.	February - March 2002
4.	The director and the manager receive and review proposals and select a method.	March - May 2002
5.	The director and the manager recommend an alternative to the superintendent for approval.	June 2002
6.	The superintendent approves the recommendation and includes funds in the budget to initiate the process.	June 2002
7.	The Board of Trustees approves the budget.	August 2002
8.	The director completes a purchase order and issues it to the selected vendor.	September 2002
9.	The director initiates the process and serves as the contact point for service.	September 2002 and Ongoing

FISCAL IMPACT

A system similar to the one described above could be purchased and installed for about $30,000.

There will be costs associated with software maintenance agreements and the purchase of disks and other materials necessary to support the effort. Maintenance costs to Lamar Consolidated for hardware and software are about $3,000 annually.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Eliminate unnecessary information stored in employee files and implement a document imaging program.	($0)	($3,000)	($3,000)	($3,000)	($3,000)
Purchase Software	($30,000)				
Net Cost	($30,000)	($3,000)	($3,000)	($3,000)	($3,000)

Chapter 2
EDUCATION SERVICE DELIVERY
AND PERFORMANCE MEASURES

This chapter examines the educational services delivery and performance measures of the Crystal City Independent School District (CCISD) in the following areas:

A. Student Performance
B. Staff Development
C. Compensatory Education
D. Bilingual/English as a Second Language Program
E. Career and Technology Education
F. Gifted and Talented Education Program
G. Special Student Populations
H. Alternative Education and Discipline Management

The key emphasis of any school system is educating children. Instructional programs and services are developed, evaluated and modified based upon the performance of students measured by standardized tests, achievement by students of learning objectives and the changing composition of the student population. Higher concentrations of students at risk of dropping out mean districts must develop programs targeted to ensure these students maintain performance at their grade level.

BACKGROUND

Since 1993, Texas has rated and accredited districts and schools based upon specific performance measures including the reading, writing and math portions of the Texas Assessment of Academic Skills (TAAS), dropout rates and attendance rates. Districts are evaluated each year, and beginning with the 1995-96 year, districts are rated as presented in **Exhibit 2-1**.

Exhibit 2-1
TEA Accountability Ratings
1999-2000

Rating	Applicability/Explanation
Exemplary	District and campus
Recognized	District and campus
Academically	District

Acceptable	
Acceptable	Campus
Academically Unacceptable	District
Low Performing	Campus
Alternative Education (AE): Acceptable, AE: Needs Peer Review, or AE: Not Rated	Campuses that applied and were identified as eligible for evaluation under alternative education procedures.
Charter schools	At the district level, open-enrollment charter schools receive the label Charter School. At the school level, they are given one of the four rating categories listed above, based on the regular accountability system.
Not rated	These campuses include those that do not serve grade 1-12 students, such as pre-kindergarten centers and early education through kindergarten schools.
Unacceptable: Special Accreditation Investigation	Districts have undergone an investigation as mandated in Chapter 39 of the Texas Education Code.
Unacceptable: Data Quality	District: serious errors in data reporting that affected one or more of the base indicators used for determining accountability ratings. The errors were of such magnitude that the results were deemed unsuitable for ratings purposes.
Unacceptable: Data Issues	Campus: serious errors in data reporting that affected one or more of the base indicators used for determining accountability ratings. The errors were of such magnitude that the results were deemed to be unsuitable for ratings purposes.

Source: Texas Education Agency (TEA), Accountability Manual, 1999-2000.

The enrollment and accreditation status for CCISD and its peer districts are presented in **Exhibit 2-2**.

Exhibit 2-2
CCISD and Peer District Enrollments
and Accountability Ratings

District	2000-01 Enrollment	1999-2000 Accreditation Status
Cotulla	1,294	Academically Acceptable
Devine	1,884	Academically Acceptable
Crystal City	**2,014**	**Academically Acceptable**
Pearsall	2,273	Recognized
Carrizo Springs	2,467	Academically Acceptable

Source: TEA, Academic Excellence Indicator System (AEIS) 1999-2000 and Public Education Information Management System (PEIMS) 2000-01. Note: The latest accreditation status is 1999-2000.

In 1999-2000, CCISD had four schools and one alternative education campus. **Exhibit 2-3** shows grade levels served and enrollment by school for 1999-2000 through 2000-01. The district is served by the Regional Education Service Center XX (Region 20) located in San Antonio.

Exhibit 2-3
CCISD Campuses, Grade Levels and Enrollment
1999-2000 through 2000-01

Campus	Grade Levels	1999-2000 Enrollment	2000-01 Enrollment *	Percent Change
Crystal City High School	9-12	510	535	4.9%
Fly Junior High School	6-8	471	489	3.8
Tomas Rivera/Zavala Elementary	Early Education-3	796	745	-6.4
Benito Juarez Elementary	4-5	317	319	0.6
Alternative School	9-12	3	0	0
Total		**2,097**	**2,088**	**0.4%**

*Source: TEA, AEIS 1998-99 and CCISD. * October 2000.*

Exhibit 2-4 shows CCISD enrollment has grown 2.0 percent since 1996-97. During the same period, three peer districts, the region and the state also had enrollment increases.

Exhibit 2-4
CCISD, Region 20 and State Rates of Student Growth
1996-97 through 2000-01

District	1996-97	2000-01	Percent Change
Pearsall	2,410	2,273	-5.7%
Carrizo Springs	2,338	2,467	5.5%
Crystal City	**1,974**	**2,014**	**2.0%**
Devine	1,845	1,884	2.1%
Cotulla	1,425	1,294	-9.2%
Region 20	**315,875**	**325,851**	**3.2%**
State	**3,828,975**	**4,071,433**	**6.3%**

Source: TEA, AEIS 1996-97 and PEIMS 2000-01.

Compared to its peer districts and the regional and state averages, CCISD has the lowest percentage of Anglo students and the highest percentage of Hispanic students, the highest percentage of economically disadvantaged students and the highest number of students who are Limited English Proficient (LEP). (**Exhibit 2-5**)

Exhibit 2-5
Demographics of CCISD, Peer Districts,
Region 20 and State Student Populations
2000-01

District	Anglo	Hispanic	African American	Other	Economically Disadvantaged	LEP Students
Crystal City	**0.9%**	**98.2%**	**0.8%**	**0.1%**	**91.1%**	**29.4%**
Carrizo Springs	8.6%	90%	0.7%	0.7%	75.8%	17.1%
Pearsall	11.3%	87.9%	0.6%	0.2%	75.1%	12.7%
Cotulla	11.7%	88.0%	0.1%	0.2%	76.4%	28.9%
Devine	50.2%	48.5%	0.8%	0.5%	46.2%	2.6%

Region 20	27.4%	64.3%	7.0%	1.3%	61.5%	10.5%
State	42.0%	41.0%	14.0%	3.0%	49.2%	14.0%

Source: TEA, PEIMS 2000-01. Note: Totals may not add to 100 due to rounding.

CCISD's student attendance rate increased from 1995-96 to 1998-99, but was below the rate of CCISD's peer districts, and the state and regional averages (**Exhibit 2-6**).

Exhibit 2-6
Attendance Rate of CCISD Students Compared to
Peer Districts, Region 20 and the State
1995-96 through 1998-99

District	1995-96	1996-97	1997-98	1998-99
Crystal City	**93.0%**	**93.3%**	**94.1%**	**94.1%**
Devine	95.7%	95.7%	95.6%	95.6%
Carrizo Springs	95.7%	96.0%	95.5%	95.4%
Pearsall	95.8%	95.9%	95.7%	95.4%
Cotulla	96.5%	96.3%	94.3%	94.3%
Region 20	**94.9%**	**94.9%**	**94.9%**	**94.9%**
State	**95.1%**	**95.2%**	**95.3%**	**95.4%**

Source: TEA, AEIS 1995-96 through 1998-1999.

CCISD's attendance rate for Hispanic students and economically disadvantaged students was higher than one peer district and lower than three peer districts and the regional and state averages. In all other categories CCISD's attendance rate was lower than all peer districts, the region and the state average (**Exhibit 2-7**).

Exhibit 2-7
Attendance Rate of CCISD Students Compared
to Peer Districts, Region 20 and the State
1998-99

District	District	African	Hispanic	Anglo	Other	Economically

		American				Disadvantaged
Carrizo Springs	95.4%	96.4%	95.3%	96.2%	*	95.5%
Pearsall	95.4%	*	95.3%	95.8%	*	95.7%
Devine	95.6%	97.0%	94.8%	96.3%	97.3%	95.3%
Crystal City	**94.1%**	**93.4%**	**94.1%**	**92.0%**	*	**94.4%**
Cotulla	94.3%	100%	93.9%	96.1%	*	93.9%
Region 20	**94.9%**	**95.3%**	**94.4%**	**95.7%**	**95.4%**	**94.5%**
State	**95.4%**	**95.1%**	**95.0%**	**95.8%**	**96.5%**	**95.1%**

Source: TEA, AEIS 1999-2000.
*Note: * indicates fewer than five students.*

CCISD's dropout rate decreased from 1995-96 to 1998-99, but remained higher than three of its peer districts, and the regional and state averages (**Exhibit 2-8**).

Exhibit 2-8
Dropout Rate for CCISD, Region 20 and the State
1995-96 through 1998-99

District	1995-96	1996-97	1997-98	1998-99
Carrizo Springs	3.3%	3.7%	2.4%	2.3%
Crystal City	**2.9%**	**2.8%**	**2.0%**	**2.0%**
Pearsall	1.4%	1.8%	1.2%	1.7%
Cotulla	0.7%	2.6%	2.1%	0.7%
Devine	1.6%	1.8%	3.1%	0.3%
Region 20	**2.0%**	**1.9%**	**2.0%**	**1.9%**
State	**1.8%**	**1.6%**	**1.6%**	**1.6%**

Source: TEA, AEIS 1994-95 through 1998-99.

CCISD's dropout rate for Hispanic students is lower than the regional and state averages and ranks in the middle of its peer districts. For economically disadvantaged students, CCISD's dropout rate is in the

middle of the peer districts, lower than the regional average and the same as the state average (**Exhibit 2-9**).

Exhibit 2-9
Dropout Rate for CCISD, Region 20 and the State
1998-99

District	District	African American	Hispanic	Anglo	Other	Economically Disadvantaged
Carrizo Springs	2.3%	0.0%	2.6%	0.0%	*	1.7%
Pearsall	1.7%	*	2.0%	0.0%	*	1.6%
Crystal City	**2.0%**	*	**1.9%**	**0.0%**	**0.0%**	**1.5%**
Devine	0.3%	0.0%	0.7%	0.0%	0.0%	0.0%
Cotulla	0.7%	5.6%	0.3%	1.0%	-	0.9%
Region 20	**1.9%**	**1.8%**	**2.3%**	**1.0%**	**1.6%**	**1.8%**
State	**1.6%**	**2.3%**	**2.3%**	**0.8%**	**1.1%**	**1.5%**

Source: TEA, AEIS 1999-2000
Note: "" indicates less than five students tested and " -" indicates no students were tested*

The student-to-teacher ratio in CCISD declined between 1996-97 and 2000-01. The 2000-01 student-to-teacher ratio in Crystal City is lower than the regional and state averages for each 2000-01 (**Exhibit 2-10**).

Exhibit 2-10
CCISD, Region 20 and State Student-to-Teacher Ratio
1996-07 and 2000-01

District	1996-97	2000-01	Percent Change
Crystal City	**15.0:1**	**14.2:1**	**-5.3%**
Region 20	15.4:1	14.8:1	-3.9%
State	15.5:1	14.9:1	-3.9%

Source: TEA, AEIS 1996-97 and PEIMS 2000-01.

However, CCISD's student-to-teacher ratio is the highest among peer districts (**Exhibit 2-11**).

Exhibit 2-11
CCISD, Region 20, State and Peer District
Student-to-Teacher Ratio
2000-01

District	Student-to-teacher Ratio
Crystal City	**14.2:1**
Devine	14.0:1
Cotulla	13.9:1
Carrizo Springs	13.6:1
Pearsall	13.3:1
Region 20	**14.8:1**
State	**14.9:1**

Source: TEA, PEIMS 2000-01.

Compared to its peer districts, CCISD spends the lowest percentage of its total expenditures on classroom instruction (**Exhibit 2-12**). It is also lower than the regional and state averages.

Exhibit 2-12
CCISD, Region 20, State and Peer District Classroom Instruction
Expenditures
as a Percentage of Total Expenditures
2000-01

District	Total Expenditures	Classroom Instruction Expenditures	Classroom Instruction Expenditures as a Percentage of Total Expenditures
Devine	$11,444,835	$5,976,828	52.2%
Pearsall	$14,572,888	$7,647,890	52.5%
Cotulla	$10,045,130	$5,130,596	51.1%
Carrizo Springs	$17,921,096	$9,182,459	51.2%

Crystal City	$13,413,103	$6,731,579	50.2%
Region 20	$2,200,161,302	$1,155,147,286	52.5%
State	$27,056,013,935	$13,871,475,883	51.3%

Source: TEA, PEIMS 2000-01.

A comparison of the percentage of expenditures by program between 1996-97 and 2000-01 reflects a decrease in regular and bilingual/ESL education and an increase in all other programs as a percentage of the total instructional budget (**Exhibit 2- 13**).

Exhibit 2-13
CCISD Instructional Program Expenditures
as a Percentage of Total Instructional Operating Expenditure
1996-97 and 2000-01

Program	1996-97 Actual	2000-01 Budget
Regular education	78.5%	72.9%
Special education	5.1%	6.2%
Compensatory education	9.1%	13.4%
Career and Technology education	4.0%	5.2%
Bilingual/ESL education	3.2%	1.8%
Gifted and Talented education	0.1%	0.4%
Total	**100.0%**	**100.0%**

Source: TEA, AEIS 1996-97 and PEIMS 2000-01.
Totals may not add due to rounding.

CCISD spends more than most peer districts and the regional and state averages for regular education. In career and technology education, CCISD's spending is midrange among peer districts. The district spends less than its peer districts and the regional and state averages for special education and gifted and talented education. CCISD spends more than three of the peer districts and less than the state and regional averages for bilingual/English as a Second Language (ESL) education (**Exhibit 2-14**).

Exhibit 2-14
CCISD, Peer Districts, Region 20 and State Instructional Program

Expenditures as a Percentage of Budgeted Instructional Operating Expenditures
2000-01

District	Regular Education	Special Education	Compensatory Education	Career and Technology Education	Bilingual/ESL Education	Gifted and Talented Education
Crystal City	**72.9%**	**6.2%**	**13.4%**	**5.2%**	**1.8%**	**0.4%**
Cotulla	77.1%	9.0%	9.1%	3.0%	0.7%	1.2%
Carrizo Springs	64.4%	9.9%	10.3%	6.1%	6.8%	2.5%
Devine	71.0%	11.9%	8.3%	6.9%	0.3%	1.6%
Pearsall	66.0%	9.8%	19.9%	4.1%	0.1%	0.4%
Region 20	**69.5%**	**14.9%**	**6.2%**	**4.0%**	**3.5%**	**1.2%**
State	**70.0%**	**12.5%**	**6.6%**	**4.1%**	**4.3%**	**1.8%**

Source: TEA, PEIMS 2000-01.

Chapter 2
EDUCATION SERVICE DELIVERY
AND PERFORMANCE MEASURES

A. STUDENT PERFORMANCE

In 1999-2000, the percentage of all CCISD students passing each section of the TAAS, was lower than all of its peer districts and the state and regional averages in reading, writing, math and all tests combined (**Exhibit 2-15**).

Exhibit 2-15
Percentage of All CCISD, Region 20 and State Students Grades 3-8 and 10
Passing TAAS, All Levels
1999-2000

District	Reading	Writing	Math	All Tests
Devine	87.2%	85.0%	89.5%	79.3%
Pearsall	83.7%	88.9%	84.2%	75.5%
Carrizo Springs	77.1%	83.1%	77.5%	66.9%
Cotulla	74.3%	82.6%	71.0%	60.9%
Crystal City	**73.6%**	**72.0%**	**69.8%**	**59.2%**
Region 20	**85.9%**	**87.1%**	**85.3%**	**77.1%**
State	**87.4%**	**88.2%**	**87.4%**	**79.9%**

Source: TEA, AEIS 1999-2000.

Student performance in CCISD has shown steady improvement in reading and math since 1995-96. Student performance in writing showed improvement through 1998-99 and then dropped slightly in 1999-2000. Performance in each of these areas increased more than 18 percent from 1995-96 to 1999-2000 (**Exhibit 2-16**).

Exhibit 2-16
Percentage of All CCISD Students Grades 3-8 and 10
Passing TAAS, All Levels
1995-96 through 1999-2000

Grade/Subject	1995-96	1996-97	1997-98	1998-99	1999-2000
Reading	56.1%	66.4%	68.8%	71.0%	73.6%
Math	48.0%	60.7%	64.0%	68.8%	72.0%
Writing	54.0%	71.2%	70.9%	71.7%	69.8%

Source: TEA, AEIS 1995 -1996 through 1999-2000.

The percentage of CCISD Hispanic students passing TAAS in grades three through eight and grade 10 is lower than the state and regional averages and three peer districts in reading, math and all tests combined. In writing, the percentage of CCISD Hispanic students passing TAAS in all levels is lower than the state and regional averages and all peer districts. (**Exhibit 2-17**)

Exhibit 2-17
Percentage of CCISD Hispanic Students
Passing TAAS, All Levels
1999-2000

District	Reading	Writing	Math	All Tests
Pearsall	82.2%	87.7%	82.6%	73.3%
Devine	81.6%	76.4%	85.7%	70.4%
Carrizo Springs	75.6%	82.1%	76.5%	65.2%
Crystal City	**73.8%**	**72.5%**	**70.3%**	**59.5%**
Cotulla	71.5%	81.1%	68.3%	57.0%
Region 20	**82.0%**	**84.2%**	**82.2%**	**72.1%**
State	**80.7%**	**82.3%**	**82.9%**	**71.8%**

Source: TEA, AEIS 1999-2000.

The percentage of CCISD's African American students passing TAAS in grades three through eight and grade 10 was lower than the state and regional averages and all peer districts that had more than five students taking a test (**Exhibit 2-18**).

Exhibit 2-18
Percentage of CCISD African American Students
Passing TAAS, All Levels
1999-2000

District	Reading	Writing	Math	All Tests
Devine	85.7%	*	100%	85.7%
Carrizo Springs	90.9%	100%	58.3%	58.3%
Crystal City	**57.1%**	*	**28.6%**	**28.6%**
Pearsall	*	*	*	*
Cotulla	*	*	*	*
Region 20	**81.5%**	**82.6%**	**77.1%**	**68.8%**
State	**80.8%**	**82.4%**	**82.9%**	**68.0%**

Source: TEA, AEIS 1999-2000.
Note: "" indicates fewer than five students tested.*

The percentage of CCISD's Anglo students passing TAAS in grades three through eight and grade 10 was lower than the state and regional averages and all peer districts in reading, math and all tests combined. In writing, fewer than five of CCISD's Anglo students took the TAAS (**Exhibit 2-19**).

Exhibit 2-19
Percentage of CCISD Anglo Students
Passing TAAS, All Levels
1999-2000

District	Reading	Writing	Math	All Tests
Pearsall	94.3%	96.5%	95.2%	90.5%
Devine	91.8%	91.5%	92.5%	86.3%
Carrizo Springs	89.8%	92.7%	88.8%	85.0%
Cotulla	91.8%	90.7%	87.6%	82.2%
Crystal City	**75.0%**	*	**62.5%**	**62.5%**
Region 20	**94.0%**	**93.2%**	**92.9%**	**88.3%**
State	**94.3%**	**94.0%**	**93.6%**	**89.3%**

Source: TEA, AEIS 1999-2000.
Note: "" indicates less than five students tested.*

The percentage of economically disadvantaged students passing TAAS in reading, math and all tests taken was second-lowest among its peers and the lowest in writing. The percentage of CCISD's economically disadvantaged students passing TAAS was lower than the regional and state averages in all areas (**Exhibit 2-20**).

Exhibit 2-20
Percentage of Economically Disadvantaged CCISD,
Region 20 and State Students Passing TAAS, All Levels
1999-2000

District	Reading	Writing	Math	All Tests
Devine	80.3%	77.3%	84.8%	68.9%
Pearsall	80.2%	85.9%	82.1%	71.6%
Carrizo Springs	75.9%	82.3%	76.3%	64.7%
Crystal City	**72.0%**	**70.9%**	**68.4%**	**57.4%**
Cotulla	69.3%	79.0%	65.3%	54.3%
Region 20	**80.5%**	**82.8%**	**80.6%**	**70.1%**
State	**79.8%**	**81.3%**	**81.1%**	**70.0%**

Source: TEA, AEIS 1999-2000.

The percentage of CCISD students in grades 3-5 passing TAAS also trails state averages at all grades and in all subjects (**Exhibit 2-21**).

Exhibit 2-21
Percentage of CCISD, Region 20 and State
Elementary Students Passing TAAS
1999-2000

Grade/Subject	Crystal City	Region 20	State
3rd-Reading	78.8%	85.9%	87.9%
3rd-Math	66.4%	78.0%	80.6%
4th-Reading	80.3%	89.0%	89.9%
4th-Writing	76.0%	89.7%	90.3%
4th-Math	68.5%	85.3%	87.1%
5th-Reading	70.3%	86.3%	87.8%

5th-Math	76.1%	91.3%	92.1%

Elementary student performance in CCISD increased by double-digit percentage points in all areas since 1995-96 (**Exhibit 2-22**). Of particular note is the 30 percentage point increase in the number of students passing fourth-grade reading.

Exhibit 2-22
Percentage of CCISD Elementary Students Passing TAAS
1995-96 through 1999-2000

Grade/Subject	1995-96	1996-97	1997-98	1998-99	1999-2000
3rd-Reading	58.3%	80.0%	80.2%	85.4%	78.8%
3rd-Math	56.0%	82.8%	77.2%	77.2%	66.4%
4th-Reading	50.0%	65.0%	71.9%	72.7%	80.3%
4th-Writing	60.5%	82.4%	75.2%	75.0%	76.0%
4th-Math	52.1%	64.6%	69.5%	77.5%	68.5%
5th-Reading	56.6%	50.8%	78.6%	75.2%	70.3%
5th-Math	48.9%	54.2%	76.0%	80.8%	76.1%

For grades 6-10, the percentage of CCISD students passing TAAS was lower than the state average in all grades and subjects (**Exhibit 2-23**).

Exhibit 2-23
Percentage of CCISD, Region 20 and State
Middle School and High School Students Passing TAAS
1999-2000

Grade/Subject	Crystal City	Region 20	State
6th-Reading	69.8%	83.8%	86.0%
6th-Math	74.2%	85.6%	88.5%
7th-Reading	61.3%	81.1%	83.5%
7th-Math	62.8%	85.5%	88.1%
8th-Reading	75.0%	88.0%	89.6%

8th-Writing	56.0%	82.2%	84.3%
8th-Math	70.2%	88.1%	90.2%
8th-Science	70.9%	87.5%	88.2%
8th-Social Studies	40.0%	68.8%	71.8%
10th-Reading	81.4%	89.4%	90.3%
10th-Writing	89.5%	89.9%	90.7%
10th-Math	69.8%	84.0%	86.8%

Source: TEA, AEIS 1999-2000.

Between 1995-96 and 1999-2000, at the junior and high school le vels, the percentage of students passing TAAS fluctuated, but increased overall in all subjects except eighth grade social studies (**Exhibit 2-24**).

Exhibit 2-24
Percentage of CCISD Junior High
and High School Students Passing TAAS
1995-96 through 1999-2000

Grade/Subject	1995-96	1996-97	1997-98	1998-99	1999-2000
6th-Reading	44.5%	60.5%	53.8%	57.2%	69.8%
6th-Math	51.4%	53.7%	58.7%	60.2%	74.2%
7th-Reading	50.4%	60.4%	58.5%	58.9%	61.3%
7th-Math	49.1%	50.9%	48.9%	56.5%	62.8%
8th-Reading	53.7%	69.2%	59.1%	68.3%	75.0%
8th-Writing	37.3%	55.6%	53.6%	55.6%	56.0%
8th-Math	38.2%	55.9%	56.4%	55.9%	70.2%
8th-Science	46.6%	76.5%	56.0%	65.4%	70.9%
8th-Social Studies	44.5%	47.4%	40.0%	36.8%	40.0%
10th-Reading	65.9%	82.4%	81.0%	85.4%	81.4%
10th-Writing	68.1%	80.2%	84.8%	93.3%	89.5%
10th-Math	39.8%	63.7%	61.6%	78.7%	69.8%

Source: TEA, AEIS 1995-96 through 1999-2000.

Although CCISD had the third-highest percentage of students taking the SAT or ACT among its peer districts, CCISD students scored lower than all of the peer districts, the regional average and the state average (**Exhibit 2- 25)**.

Exhibit 2-25
Mean SAT I and ACT Scores for CCISD, Peer Districts,
Region 20 and the State
Class of 1999

District	Percent Tested	SAT I Score	ACT Score	Percent At/Above Criterion
Devine	51.0%	961	20.2	20.8%
Carrizo Springs	57.3%	896	17.0	15.5%
Pearsall	50.9%	959	17.3	7.0%
Cotulla	73.1%	959	16.5	4.1%
Crystal City	**54.8%**	*	**16.0**	**2.2%**
Region 20	**65.9%**	**941**	**19.5**	**21.6%**
State	**61.8%**	**989**	**20.2**	**27.2%**

Source: TEA, AEIS 1999-2000.
* Note: Fewer than five students took the SAT, resulting in no average score.

FINDING

Recognizing that the performance of CCISD students had improved over the past five years but was still below the state and regional averages, the district improvement committee under the leadership of the superintendent formulated plans to address academic performance in CCISD.

The 2000-01 District Improvement Plan includes a goal to align the curriculum vertically. The objectives stated in the plan are to "write curriculum standards with vertical alignment and provide a written plan for professional development by May 2001" and to "establish, train and implement standards that will guide in the development and alignment of the curriculum by September 2002". Sample strategies include establishing both horizontal and vertical curriculum alignment teams by September 1, 2000 and team meetings monthly to develop Texas Essential Knowledge and Skills (TEKS) aligned standards by May 2001.

The director of curriculum and the principals formulated a three year plan to align the curriculum and write curriculum guides. Each campus created vertical and horizontal teams of teachers who meet together regularly to establish instructional targets that are driven by TEKS, align these targets with TAAS and determine a timeline for instruction. The guides include a list of resources and assessments for each target.

CCISD has implemented a districtwide benchmark testing program. As a part of this program, students were tested in fall 2000 and again in January 2001. CCISD uses older TAAS tests for benchmarking. A software package developed by Region 20, *AEIS-IT* disaggregates the test results by campus and by a variety of sub-groups, generating an item analysis for individual students. From this information administrators and teachers determine which academic areas to focus on.

CCISD administers reading inventories to all Pre-K-12 students three times each year. The Individual Reading Inventory (IRI) is given to all Pre-K-3 students; the STAR Reading Assessment is used with all other grades. Results from the inventories are shared with parents and used to plan instruction.

Before May 2000, CCISD had no continuity in its reading program between campuses. Teachers were allowed to use any process they felt appropriate. Recognizing the importance of language acquisition skills for students whose home language is not English, the superintendent made reading a priority in CCISD. In summer 2000, the superintendent selected a group of teachers and administrators to form the Superintendent's Reading Cabinet. He directed the cabinet to research best practices in reading instruction and develop a CCISD reading process providing a consistent Pre-K-8 reading program. This process was to be in use in all content areas by April 2001.

In addition to aligning curriculum to TEKS and TAAS, determining student performance strengths and weaknesses through benchmark testing and implementing a consistent reading program, CCISD is working to improve the student attendance rate. Students who attend school regularly, generally outperform students who have a high absentee rate. CCISD student attendance lags behind regional and state averages. The 2000-01 District Improvement plan includes a strategy for rewarding teachers monetarily for improved student attendance.

COMMENDATION

CCISD developed strategies to focus on improving academic achievement.

FINDING

CCISD's rate of students not taking TAAS was higher than the regional and state averages and second-highest among its peers in 1999-2000.

Exemptions are granted to individual special education students in a process controlled by the Admission, Review and Dismissal (ARD) committee on each campus. Each special education student receives an annual evaluation by the ARD committee, which is comprised of the regular education teacher, the special education teacher, an assessment person (e.g., diagnostician, counselor) and an administrator empowered to commit the school district to whatever services are determined necessary by the ARD committee.

Exemptions are also granted as the law allows to individual bilingual/ESL students by the Language Proficiency Assessment Committee (LPAC) on each campus. The LPAC is comprised of a bilingual/ESL teacher, an administrator and the parent of a limited English proficient (LEP) student. A special education representative is included when needed.

Exhibit 2-26 shows the exemptions from TAAS for CCISD, peer districts, Region 20 and the state for 1999-2000.

Exhibit 2-26
CCISD, Region 20, and State Percentages of Students
Not Taking TAAS
1999-2000

District	Absent	ARD exempted	LEP exempted	Other *	Not Tested - all
Carrizo Springs	0.2%	11.6%	0.1%	1.0%	12.5%
Crystal City	**0.9%**	**9.5%**	**0.5%**	**0.6%**	**11.5%**
Devine	0.5%	9.1%	0.2%	0.2%	10.0%
Cotulla	0.1%	7.7%	0.5%	0.4%	8.8%
Pearsall	0.5%	7.2%	0.8%	0.1%	8.6%
Region 20	**0.6%**	**8.2%**	**0.6%**	**0.6%**	**10.0%**
State	**0.6%**	**7.1%**	**1.3%**	**0.8%**	**9.8%**

Source: TEA, AEIS 1999-2000.
* Note: Includes students whose answer documents were coded with a

combination of the "not tested" categories or whose testing was disrupted by illness or other similar events.

While the total percent of students tested declined, the percentage of CCISD's ARD exemptions increased from 1998-99 to 1999-2000 (**Exhibit 2-27**).

Exhibit 2-27
CCISD, Region 20, and State Percentages of Students
Exempted from Taking TAAS Test
1998-99 through 1999-2000

	1998-99		1999-2000	
Category	**Crystal City**	**State**	**Crystal City**	**State**
Not tested - all	12.2%	10.6%	11.5%	9.8%
Absent	0.0%	0.7%	0.9%	0.6%
ARD exempted	9.1%	6.9%	9.5%	7.1%
LEP exempted	1.9%	2.2%	0.5%	1.3%
Other	1.2%	0.8%	0.6%	0.8%

Source: TEA, AEIS 1998-99 through 1999-2000.

The percentage of ARD exemptions by school is shown in **Exhibit 2-28**. The percentage of ARD exemptions increased at Crystal City High School and at Rivera/Zavala Elementary School in 1999-2000. Fly Junior High School exempted the largest percent of students both years.

Exhibit 2-28
Percentage of ARD Exemptions by CCISD School
1998-99 through 1999-2000

School	1998-99			1999-2000		
	Number Test Documents	**Percent ARD Exempt**	**Number Exempted**	**Number Test Documents**	**Percent ARD Exempt**	**Number Exempted**
C.C. Winn High School	110	0.9%	1	101	9.9%	10
Fly Junior High	500	10.6%	53	483	10.4%	50
Benito Juarez	334	10.5%	35	327	8.6%	28

Elementary						
Rivera/Zavala Elementary	150	7.3%	11	169	8.9%	15

Source: TEA, AEIS 1998-99 through 1999-2000.

Beginning in 1998-99, the academic performance of special education students was incorporated into school and district ratings.

Recommendation 6:

Create a task force to ensure as many special education students as possible take the TAAS.

The task force should complete a school-by-school analysis of special education exemptions by grade level. The task force should then use this analysis to pinpoint grade levels and teaching teams with the highest exemption rates and determine whether a student's disabilities warrant an alternate assessment. The district should require special education students to take the practice tests given to regular education students, so they gain experience with the testing process. Having baseline data allows the teacher to design instruction for improvement.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The director of Curriculum and Instruction appoints a task force including the director of Special Education, school principals and representative ARD committee members.	August 2001
2.	The task force reviews current exemptions and develops a long-range strategic plan to reduce the percentage of exemptions.	September 2001
3.	Principals develop school plans designed to implement the task force's long-range strategic plan and submit the plans to the director of Curriculum and Instruction for approval.	October 2001
4.	Principals implement their school-based plans.	November 2001
5.	Principals evaluate the effectiveness of the plans and report to the task force.	Each May

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The student-to-teacher ratio in CCISD is less than the regional and state averages, and has been for each of the past four years (**Exhibit 2-29**).

School districts strive to maintain as low a student-to-teacher ratio as possible, given budget restrictions. Texas sets a maximum student-to-teacher ratio of one teacher for 22 students for grades K-4, but provides no guidelines for higher grade levels.

Exhibit 2-29
CCISD, Region 20 and State Student-to-Teacher Ratio
1996-97 and 2000-01

District	1996-97	2000-01	Percent Change
Crystal City	**15.0:1**	**14.2:1**	**-5.3**
Region 20	15.4:1	14.8:1	-3.9
State	15.5:1	14.9:1	-3.9

Source: TEA, AEIS 1996-97 and PEIMS 2000-01.

CCISD's average secondary classes are smaller than the state and regional averages in all subjects (**Exhibit 2-30**). Compared to its peer districts, CCISD's secondary class sizes were the lowest in foreign languages, second-lowest in social studies, in the middle in science and English, and second-highest in mathematics.

Exhibit 2-30
CCISD, Peer Districts, Region 20 and State
Average Secondary School Class Size
1999-2000

District	English	Foreign Language	Math	Science	Social Studies
Cotulla	14.9	27.8	13.8	16.6	16.2
Carrizo Springs	18.6	21.2	19.1	18.7	22.4
Devine	16.5	17.2	16.9	20.0	21.9
Pearsall	17.2	15.9	16.3	17.0	19.3
Crystal City	**17.0**	**15.3**	**18.4**	**17.8**	**18.2**

Region 20	**21.4**	**21.8**	**22.0**	**22.1**	**24.2**
State	**20.6**	**21.5**	**20.9**	**21.9**	**23.6**

Source: TEA, AEIS 1999-2000.

The student-to-teacher ratio at secondary schools increased from 1997-98 to 1999-2000, but remains low (**Exhibit 2-31**).

Exhibit 2-31
Number of Students, Number of Teachers and
Student-to-Teacher Ratio at CCISD Secondary Schools
1997-98 through 1999-2000

District	**1997-98**	**1998-99**	**1999-2000**
Number of Students	919	952	989
Number of Teachers	72.9	75	72.0
Student-to-Teacher Ratio	12.6:1	12.7:1	13.7:1

Source: TEA, AEIS 1997-98 through 1999-2000, TSPR calculations

At the high school, the 2000-01 master course schedule includes 184 classes that do not involve honors, advanced placement courses, athletics, band or special education classes. Of those 184 classes, 58, or 31.5 percent, have 15 or fewer students. Nineteen classes have 10 or fewer students, and nine classes have five or fewer students.

The predominant number of these small classes are in elective subjects such as Spanish, accounting, home economics and auto technology.

Small class sizes and low student-to-teacher ratios mean that more teachers than necessary are employed by the district and the cost of the instructional program is higher than it may need to be.

Recommendation 7:

Consolidate low-enrollment classes at the secondary level and increase the student-to-teacher ratio by an average of one student per teacher.

An increase in the student-to-teacher ratio in the two secondary schools would allow the district to cut two teaching positions (**Exhibit 2-32**).

Exhibit 2-32
Impact of Increasing Student-to-Teacher Ratio
by One Student at Secondary Schools

Campus	Current Number of Teachers	Number of Teachers with Change in Student-to-Teacher Ratio	Difference
Crystal City High School	38	35	-3
Fly Junior High School	34	33	-1
Total	**72.0**	**68**	**-4**

Source: CCISD director of Human Resources and TSPR calculations.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Curriculum and Instruction evaluates class sizes by campus to determine where modifications can be made.	August 2001
2.	The director of Curriculum and Instruction reviews the findings with the school principals and the superintendent and develops a recommended plan for the 2001-02 school year.	August 2001
3.	The superintendent presents the 2001-02 plan to the board for approval.	September 2001
4.	The board approves the plan and the director of Curriculum and Instruction implements the plan with the 2001-02 budget.	October 2001

FISCAL IMPACT

The fiscal impact assumes the following:

- Average teacher turnover occurs during 2000-01 and the district loses 15 percent (10 teachers) of the 72 secondary teachers working for the district.
- CCISD employs permanent substitutes for teacher positions that the district is unable to fill.
- The cost savings of not hiring permanent substitutes to fill four positions, based upon the current $100 per day for 187 days, or $18,700 per substitute per year would be $74,800 ($18,700 permanent substitute salary x 4 positions). Permanent substitutes do not receive benefits.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06

Consolidate low-enrollment classes at the secondary level and increase the student-to-teacher ratio by an average of one student per teacher.	$74,800	$74,800	$74,800	$74,800	$74,800

Chapter 2
EDUCATION SERVICE DELIVERY
AND PERFORMANCE MEASURES

. STAFF DEVELOPMENT

The Texas Education Code prescribes certain criteria for staff development in a Texas school district (Subchapter J. Staff Development, Section 21.451). The key requirements are that staff development:

- Must include training in technology, conflict resolution strategies and discipline strategies;
- May include instruction as to what is permissible under law;
- Must be predominantly campus-based, related to achieving performance objectives; and
- Must be developed and approved by the campus site-based decision-making committee.

Campus staff development may include activities that enable the campus staff to plan together to enhance existing skills, share effective strategies, reflect on curricular and instructional issues, analyze student achievement results, reflect on means of increasing student achievement, study research, practice new methods, identify students' strengths and needs, develop meaningful programs for students, appropriately implement site-based decision-making and conduct action research.

According to TEA, an effective policy on staff development should include:

- Identification of needs for training;
- Specific training requirements;
- Descriptions of how campus-level staff development operates;
- A focus on staff development for student achievement;
- Criteria for how campus staff are to be reimbursed for attending training on their own time;
- Requirements for special programs training (e.g., gifted and talented, Title I, students with disabilities, athletics); and
- Administrator training policy.

Some of the CCISD staff development sessions for 1999-2000 are listed in **Exhibit 2-33**.

Exhibit 2-33
CCISD District and Campus Staff Development
1999-2000

Month	Courses
August 1999	New Teacher Induction Learning Styles TAAS Analysis/Goal Setting Second Steps: A Violence Prevention Curriculum Discipline: Discipline with Dignity, Classroom Management the "Wong" Way Math: Math Strategies, Breaking the Code Math, Math Utilizing Manipulatives, Math TEKS/Algebra for the Real World, Sharon Wells Math Program, Algebra I Item Analysis Training Reading: Reading Across Contents, Manipulatives in Reading, Reading Renaissance I, Four Block Reading and Language, Methods in Primary Grades
September 1999	Integration of Academic and Career and Technology education
October 1999	Sexual Harassment Substance Abuse Prevention, Intervention Discipline-Prevention, Conflict Resolution, Accommodations and Modifications in the General Education Setting Sibelius Music notation program Diversifying Activities in Physical Education TAAS Analysis Development of Scope and Sequence by Department Health Related Topics Computer Training Sharon Wells Math Strategies Bilingual Documentation Training Who is the Gifted Child, Nature and Needs of Gifted Children Health Related Issues
November 1999	Quantum Learning Standards for TAAS Reading Reading Across Contents Inclusion in General Education
December 1999	Quantum Learning
January 2000	Districtwide Planning Career and Technology: Opening Doors for All Students
February 2000	Reading Across Contents Portfolio Development

| March 2000 | Transition: Leaving a Clear Trail |
| | Portfolio Development |

Source: CCISD director of Curriculum and Instruction.

FINDING

CCISD has used three sources as the basis for its staff development program:

- TAAS data, disaggregated and analyzed by campus, classroom and student to foster individualized student learning strategies;
- Preparation of the 2000-01 District Improvement Plan during which District Site-Based Decision-Making/Planning Committee members provided information on needed districtwide staff development; and
- Campus Improvement Plan preparation for 2000-01, in which campus staff identified staff development needs by campus.

With the change in superintendents in 1999 and the employment of the new director of Curriculum, the focus of staff development changed from general subjects to specifically addressing student achievement issues and a unified focus across campuses. The director of Curriculum initiated an extensive process of disaggregating TAAS data and teaching principals and teachers to disaggregate their campus and classroom data, analyze the data and plan instruction to address the identified needs. This data not only identifies specific staff development needs but also results in curriculum changes.

In March 2000, the District Site-Based Decision-Making/Planning Committee began focusing on identifying needed improvements. Key areas noted by committee members were improving the training provided for teachers in addressing the needs of all students, including teacher attitudes; using effective strategies to motivate students to learn; discipline management techniques and content-specific training.

In CCISD, districtwide staff development focuses on Quantum Learning, a system that works to improve teaching by developing student-to-teacher relationships, motivating students and better delivering curriculum. A three-day initial training session was followed with a level two, two-day training and continual follow-up for the remainder of the year. CCISD plans to train all staff over a three-year period.

Teachers who have had Quantum Learning training gave the program a 98 percent satisfaction rating. The junior high principal said the Quantum program is beginning to make a difference in the quality of instruction.

Staff development activities are listed as one of the strategies in each of the district goals in the 2000-01 District Improvement Plan. Staff development focuses on learning environment, content delivery strategies, higher level thinking skills, inclusion, integrating technology, gifted and talented education, and crises intervention. CCISD invites private schools and child care businesses to participate in its staff development program.

Each campus site-based decision-making committee determines priorities for improvement and selects topics for staff development at the campus level.

The staff at Benito Juarez Elementary and Fly Junior High received training in Michael Eaton Reading/Writing Strategies. This program helps teachers use a variety of strategies in a unified manner to improve students' reading and writing skills.

The high school focused on Effective Teaching Practices and Implementation of Instructional Focus activities, Advanced Placement certification and special education inclusion in the regular classroom.

COMMENDATION

CCISD provides staff development targeted at improving teacher skills and increasing student performance.

Chapter 2
EDUCATION SERVICE DELIVERY
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C. COMPENSATORY EDUCATION

Accelerated or compensatory education, as defined in Section 42.152 (c) of the Texas Education Code, is a program designed to improve and enhance the regular education program for students at risk of dropping out of school. In determining the appropriate accelerated or compensatory program, districts must use student performance data from state assessment instruments and other tests administered by the district. Based on needs assessments, district and school staff design the appropriate strategies and include them in the school and/or district improvement plan.

By law, the improvement plan must include the comprehensive needs assessment, measurable performance objectives, strategies for student improvement, resources and staff, timelines for monitoring each strategy, and formative evaluation criteria. Each district is responsible for evaluating the effectiveness of the locally designed program.

State funding for compensatory education is allocated based on the number of economically disadvantaged students in the district. The number of economically disadvantaged students enrolled in a district is determined by averaging the six months with the highest monthly enrollment in the national school lunch program of free or reduced-price lunches for the preceding school year.

The percentage of students classified either as economically disadvantaged or eligible for receiving free or reduced-price meals in CCISD is about 47 percent. Of the $503,472 in state compensatory funds CCISD received in 1999-2000, the district budgeted $459,053, or 91 percent, for use at the schools as shown in **Exhibit 2-34**. Districts use compensatory funds to supplement other funding based upon the needs of the school. The highest per-student allocation was at Crystal City High School, where 426 of the 510 students, or 84 percent, were eligible for free and reduced-price meals.

Exhibit 2-34
CCISD Campuses, At-Risk Students, and Compensatory Funding
1999-2000

Campus	Number of Eligible	Compensatory Funding	Compensatory Expenditures per	Total Instructional Funding	Total Enrollment	Total Instructiona Expenditures

	Free and Reduced-Price Lunch Students		Eligible Student			per Student
Rivera/Zavala Primary School	721	$152,000	$211	$2,381,476	796	$2,992
Bentio Juarez Elementary	288	$97,786	$340	$988,290	317	$3,118
Fly Junior High School	428	$48,243	$113	$1,484,403	471	$3,152
Crystal City High School	426	$179,025	$420	$2,026,586	510	$3,974
Alternative School	3	$25,418	$8,473	$25,418	3	$8,473

Source: TEA, AEIS 1999-2000.

Schedule 5B of the Title I application requires districts to rank their schools based on the percentage of students in the free and reduced-price lunch program. This same basic process is used to monitor districts' use of state compensatory funds.

TEA and the federal government provide specific guidelines for using schedule 5B in determining which services will be provided and the amount of funds used at each school. CCISD submits an annual program evaluation for all of the Title funds, and TEA reviews data submitted through the Public Education Information Management System (PEIMS) to ensure equity and that compensatory funds are used to supplement and not supplant regular education funds. TEA conducts a comprehensive audit of each district receiving compensatory funding every three years.

Federal funding is based upon the poverty level in the geographic area in which the school district is located. Title I, Part A funding is for helping disadvantaged children at risk of failure to meet high standards; Part C is for the education of migratory students. Title II, Part B is for the Dwight D. Eisenhower professional development program. Title IV is for safe and drug-free schools and Title VI is for innovative education program strategies. These programs were authorized in 1965 as part of the Elementary and Secondary Education Act, which has been amended on

several occasions and was last reauthorized in October 1994. Funds the district received in each of these programs are identified in **Exhibit 2-35**.

Exhibit 2-35
CCISD Federal Program Funds
1998-99 through 2000-01

Title	1998-99	1999-2000	2000-01
I, Part A	$955,907	$908,831	$906,206
I, Part C, Migrant	$280,247	$279,046	$237,988
II	$0	$0	$23,749
IV	$0	$0	$19,690
VI, Innovative	$14,559	$14,476	$16,037
VI, Class Size Reduction	$0	$97,241	$122,985
Total	**$1,250,713**	**$1,299,594**	**$1,326,655**

Source: CCISD director of Business and Finance.

Title I, Part A programs are designated as either schoolwide assistance, which means the funds can be used throughout the school to upgrade the entire educational program as long as the uses help meet the needs of the targeted students, or as targeted assistance, which means the funds are used only for a designated purpose, such as a computer lab, that serves only the targeted students. To qualify as a schoolwide assistance school, 50 percent of the student population must be identified as economically disadvantaged. All CCISD schools qualify. There is no targeted assistance in CCISD. Title I, Part C funds additional programs such as tutoring and parent education, early childhood education and a paraprofessional who works as a home to school coordinator for migrant students.

CCISD uses Title II and Title IV funds through a Shared Services Arrangement with the Region 20 Education Service Center (RESC). RESC collects these funds from small districts in the region and provides services to member districts. By sharing services the district is able to receive better quality staff development.

CCISD uses Title VI funds to support innovative education strategies and school media center improvements. The funds are used in all school libraries for media materials, reference texts, computer software and other curricular materials used to improve student achievement.

FINDING

CCISD uses compensatory funds to provide a variety of programs for students at risk of dropping out of school (**Exhibit 2-36**).

Exhibit 2-36
CCISD Compensatory Education Programs
1999-2000

Program	Description	Campus Location
Plato Lab	A computer lab management system that is individualized for each student's appropriate level of instruction.	Crystal City High School and Fly Junior High School
American Preparatory Institute	A self-paced program for non-traditional students that provides curriculum modules.	Crystal City Alternative School
Credit Recovery for Senior High Students	A summer program provided to high school students who did not pass all courses and are behind in the number of credits needed for graduation.	High School
Creative Education Institute (CEI) Lab	CEI lab programs are designed to develop new learning patterns and strengthen weak processing areas. The program addresses difficulties such as visual and auditory, motor-kinesthetic coordination, eye movement coordination and auditory and visual memory problems.	Rivera/Zavala Elementary School
Michael Eaton Reading/Writing Strategies Program	Strategies for improving achievement in reading and writing.	Benito Juarez Elementary School Fly Junior high
Optional Extended Year Program	Additional instruction provided after school and during the summer.	All schools
Tutorials	Courses designed to concentrate on reading and math skills.	All schools
Accelerated Reading Program	Students select reading materials and are tested independently on computers. Students earn points that may be redeemed for rewards.	All schools

The TAAS performance gap between all students and students identified as economically disadvantaged decreased from 1995-96 to 1999-2000 (**Exhibit 2-37**).

Exhibit 2-37
Gap between CCISD Economically Disadvantaged Students vs.
All Students Passing TAAS Tests
1995-96 through 1999-2000

Category	Percent Difference from All Student Performance				
	1995-96	1996-97	1997-98	1998-99	1999-2000
Mathematics	-3.2	-1.3	-1.3	-1.7	-1.8
Writing	-7.0	-1.9	-1.1	-1.5	-1.1
Reading	-3.4	-2.4	-1.5	-1.4	-1.6

Source: TEA, PEIMS 1995-2000.

COMMENDATION

CCISD provides programs designed to help students at all learning levels.

Chapter 2
EDUCATION SERVICE DELIVERY
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D. BILINGUAL/ENGLISH AS A SECOND LANGUAGE PROGRAM

Federal and state laws require school districts to provide Bilingual/English as a Second Language (ESL) programs for students whose first language is not English. These programs are designed to help Limited-English-Proficient (LEP) students to become competent in comprehending, speaking, reading and composing the English language.

Bilingual programs are mandated if there are more than 20 LEP students in a particular grade level in a school district. CCISD implements a bilingual program in Pre-K through fifth grade and an ESL program in grades 6-12 (**Exhibit 2-38**).

The Idea Proficiency Test (IPT) is used to identify limited English proficient students. The IPT Reading and Writing tests and the TASS (Grades 3-8 & 10) are used for analysis of progress, and qualifications for exit.

Representatives of the Texas Education Agency visited CCISD in December 1999 to review the extent to which the district was in compliance with state requirements for the Bilingual/ESL program as outlined in Texas Education Code (TEC) Section 29.062. Of the 32 indicators reviewed, CCISD was in compliance with 30 indicators. The other two indicators were not applicable to the district.

CCISD employs 23 bilingual teachers for Pre-K through fifth grade and 4 ESL teachers for grades 6-12 Primary school ESL students receive English instruction for half the day, and ESL instruction during the other half. The secondary ESL students attend classes with non-LEP students in all classes and attend an ESL lab for additional assistance. As a result, fewer teachers are needed in the ESL program.

Exhibit 2-38
CCISD Bilingual and ESL Students by Grade Level
1999-2000

	Bilingual ESL Program	
Grade Level	**Number of**	**Number of**

	Students	Teachers
Primary/Elementary school (Pre-K-5)	390	23
Junior High school (grades 6-8)	212	2
High school (grades 9-12)	227	2
Total	**829**	**27**

Source: CCISD director of Curriculum and Instruction.

The percentage of bilingual/ESL students in CCISD is higher than all of its peer districts and the regional and state averages (**Exhibit 2-39**).

Exhibit 2-39
CCISD, Peer District, Region 4 and State Students in Bilingual/ESL Program
as a Percentage of Total Enrollment
2000-01

District	Bilingual/ESL
Crystal City	**27.1%**
Cotulla	24.2%
Carrizo Springs	13.8%
Pearsall	10.4%
Devine	2.2%
State	**12.5%**
Region 20	**8.7%**

Source: TEA, PEIMS 2000-01.

Expenditures for the bilingual/ESL program have decreased almost 25 percent over the past five years while the student population served decreased almost 34 percent (**Exhibit 2-40**).

Exhibit 2-40
CCISD Bilingual/ESL Education Expenditures
1996-97 and 2000-01

Category	1996-97	2000-01	Percent

	Actual	Budget	Change
Bilingual/ESL expenditures	$162,945	$122,487	-24.8
Bilingual/ESL students served	823	546	-33.7
Bilingual/ESL expenditures per student	$198	$224	13.1

Source: TEA AEIS 1996-97 and PEIMS 2000-01.

Compared to its peer districts, CCISD spends the second-highest amount on its bilingual/ESL education program, and the per-student expenditure is in the middle (**Exhibit 2-41**).

Exhibit 2-41
CCISD and Peer District Bilingual/ESL Education Expenditures
2000-01 Budget

District	Bilingual/ESL Expenditures	Expenditures per Eligible Student
Pearsall	$9,572	$40
Devine	$16,145	$394
Crystal City	$122,487	$224
Carrizo Springs	$624,059	$1,835
Cotulla	$35,895	$115
Region 20	**$46,145,251**	**$1,631**
State	**$564,377,617**	**$1,105**

Source: TEA, PEIMS 2000-01.

FINDING

The percentage of CCISD bilingual/ESL students in grades 4-8 who passed the reading and writing sections of TAAS was considerably lower than the percentage of all students passing reading and writing in the same grades. The percentage of all fourth, fifth and seventh grade students passing reading was about three times higher than the percentage of bilingual/ESL students who passed the same test. No Bilingual/ESL students take the Spanish TAAS. The percentage passing TAAS in 1999-2000 for students in the Bilingual/ESL program and for all CCISD students are included in **Exhibit 2-42**.

Exhibit 2-42
Percentage of CCISD Bilingual/ESL Students
Passing English TAAS Tests Compared to Percentage of
All CCISD Students Passing English TAAS
1999-2000

Grade/Subject	Number Bilingual/ESL Students Tested	Percent of Bilingual Students Passing	Percent of All Students Passing	Percent Point Difference
3rd Reading	46	63%	79%	-16
3rd Math	46	63%	66%	-3
4th Reading	15	27%	80%	-53
4th Math	15	27%	69%	-42
4th Writing	13	31%	76%	-45
5th Reading	31	29%	70%	-41
5th Math	32	41%	76%	-35
6th Reading	39	33%	70%	-37
6th Math	38	45%	74%	-29
7th Reading	58	19%	61%	-42
7th Math	57	35%	63%	-28
8th Reading	56	41%	75%	-34
8th Math	56	22%	70%	-48
8th Writing	56	44%	56%	-12
10th Reading	29	35%	81%	-46
10th Math	29	52%	70%	-18
10th Writing	29	79%	90%	-11

Source: CCISD director of Curriculum and Instruction.

Through its evaluations of student needs in Texas, the TEA published two
documents: *One Step at a Time* for elementary students and *Turning
Points* for middle school students. Both recommend school districts
develop individual achievement plans and strategies tailored to the needs
of each student. Currently, individual education plans are developed only
in special education and in Zavala/Rivera Elementary School.

Recommendation 8:

Develop individual education plans (IEPs) for each CCISD bilingual/ESL student using benchmark testing results.

The plans could be phased in starting with those students in greatest need. The plans should include measurable objectives for each grading period and goals for meeting TEKS objectives by the end of the school year.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Curriculum and Instruction schedules time for the director of Special Education to train Bilingual/ESL teachers to write IEPs.	August 2001
2.	The principals and teachers of bilingual/ESL students identify an appropriate format for using the benchmark testing results to establish individual student objectives and develop a process to accomplish them.	September 2001
3.	The director of Curriculum and Instruction reviews the proposed process and makes any necessary modifications, then authorizes the principals to begin the process.	October 2001
4.	The principals and teachers implement and monitor the process throughout the year, and make modifications when necessary.	October 2001-May 2002
5.	Teachers write IEPs for bilingual/ESL students yearly.	Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 2
EDUCATION SERVICE DELIVERY
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E. CAREER AND TECHNOLOGY EDUCATION

Career and Technology Education (CATE) is a curriculum designed to prepare students to live and work in the future by providing training in health sciences and technology, marketing, industrial technology and trade and industrial occupations. CATE is a popular option for students in CCISD. These activities are part of the Tech Prep, School to Career and general technology programs. About 14 percent of CCISD high school students, or 294 of 2,097 students, enrolled in a CATE course in 1999-2000.

CCISD enrollment in CATE programs varied from a low of 10.2 percent in 1997-98 to a high of 19.6 percent in 2000-01, while the regional and state averages remained fairly steady. The 2000-01 enrollment as a percentage of total enrollment is higher than the regional and state averages (**Exhibit 2-43**).

Exhibit 2-43
CCISD, Region 20, and State Students Enrolled in CATE Programs
as a Percentage of Total Enrollment
1995-96 through 1999-2000

District	1996-97	1997-98	1998-99	1999-2000	2000-01
Crystal City	**15.9%**	**10.2%**	**16.7%**	**14.0%**	**19.6%**
Region 20	17.5%	16.3%	16.2%	17.3%	16.6%
State	17.3%	17.4%	17.8%	18.6%	18.9%

Source: TEA, AEIS 1996-97 through 1999-2000 and PEIMS 2000-01.

For PEIMS information, CCISD submits the number of students enrolled in CATE programs by the number of courses taken. This means that there is some duplication in the numbers, since students may enroll in more than one CATE course.

As seen in **Exhibit 2-44,** CCISD is tied with Pearsall as having the second-lowest percentage of students enrolled in CATE programs among its peer districts, but the percentage is higher than the state and regional averages.

Exhibit 2-44
CCISD and Peer District Students Enrolled in CATE Programs
as a Percentage of Total Enrollment
2000-01

District	CATE Students
Carrizo Springs	28.1%
Devine	21.0%
Pearsall	19.6%
Crystal City	**19.6%**
Cotulla	15.2%
Region 20	**16.6%**
State	**18.9%**

Source: TEA, PEIMS 2000-01.

Between 1996-97 and 2000-01, student enrollment increased 25 percent in the CATE program and expenditures increased 72 percent (**Exhibit 2-45**). The per-pupil expenditures increased 37 percent over the same period.

Exhibit 2-45
CCISD CATE Expenditures
1996-97 and 2000-01

Category	1996-97 Actual	2000-01 Budget	Percent Change
CATE expenditures	$203,927	$351,336	72.3%
CATE students served	314	394	25.5%
CATE expenditures per student	$649	$892	37.4%

Source: TEA, AEIS 1996-97 and PEIMS 2000-01.

The high school's Media Technology teacher teaches four classes and serves as the coordinator of Career and Technology education.

CCISD is a member of STAR Tech Prep Consortium through Southwest Texas Junior College. Twenty-two school districts participate in the consortium. Tech Prep is a planned, sequential program of study that leads students toward associate or baccalaureate degree programs and helps

students prepare for high-skill, high-wage jobs in at least one field of engineering technology, applied science, health or business.

Through the Tech Prep program, CCISD enters into articulation agreements with colleges. An articulation agreement indicates the specific high school courses in a chosen field for which the college will give credit. Students may earn high school credit and up to 15 hours of college credit simultaneously if they earn a grade of "B" or better in a sequence of courses while in high school and then enroll in the college that had the articulation agreement with their high school.

CCISD articulates four criminal justice courses: Introduction to Criminal Justice, Crime in America, Basic County Operations and a work-based learning program where students work with law enforcement for part of the day. The criminal justice courses are created in the CCISD distance learning lab. Introduction to Medical Terminology is articulated with St. Phillips College in
San Antonio.

In addition to the articulated courses, CCISD students can earn college credit while completing high school by enrolling in dual credit courses. Southwest Texas Junior College teaches English and Government at the high school. Students successfully completing these courses earn high school credit for graduation requirements and college hours. Thirty CCISD students are enrolled in dual credit English and 20 students are in a dual credit Government course.

CCISD implemented an apprenticeship work-experience program through a Schools to Career Grant from the Tech Prep consortium. Students combined classroom study with career-related work. The students received training in the building and repair of computers and built several computers that were placed in a computer lab they designed. These students service and maintain the computer lab and other district computers during the school year.

CCISD introduces career awareness to elementary students through career days, field trips to local businesses and guest speakers who discuss different occupations. At Fly Junior High students enroll in three CATE courses: career investigations, computer applications and keyboarding. High school students enroll in courses offered under six career pathways: Office System Technology, Trade and Industry, Early Childhood and Professions, Criminal Justice, Graphic Arts and Transportation Technology.

FINDING

Several CATE courses at Crystal City High School have low enrollments as illustrated in
Exhibit 2-46. Student enrollment is five or fewer in child development, small engine repair, individual and family living, basic county corrections and auto technician.

Exhibit 2-46
CCISD Enrollment in CATE courses
1999-2000 through 2000-01

CATE Course	1999-2000 Enrollment	Fall 2000-01 Enrollment
Office Systems Technology		
Keyboarding	173	120
Business Computer Information Systems I	117	151
Business Computer Applications II	16	9
Record-keeping	12	22
Accounting	8	7
Criminal Justice		
Basic County Corrections	20	4
Criminal Justice-Work-based Learning	0	6
Crime in America	0	5
Technical Introduction to Criminal Justice	21	19
Early Childhood and Professions		
Personal and Family Development	45	18
Individual and Family Living	5	5
Child Development	15	1
Apparel	40	12
Medical Terminology	0	9
Trades and Industry		
Introduction to Construction	62	85
Building Trades I	18	10
Transportation Technology		
Introduction to Transportation	14	21

Small Engine Repair	3	1
Automotive Technician	9	5
Trade and Industrial Education Careers	20	8
Graphic Arts		
Graphic Arts I and II	32	15

Source: CCISD coordinator of Career and Technology.

Recommendation ?:

Conduct a needs assessment to determine if the career and technology course selections should be changed.

IMPLEMENTATION AND TIMELINES

1.	The high school principal and the director of Career and Technology develop a needs assessment for determining if the CATE course selection should be changed and forward it to the director of Curriculum and Instruction for modification and approval.	August 2001
2.	The high school principal conducts the assessment.	September 2001
3.	The high school principal reports the findings to the director of Curriculum and Instruction.	September 2001
4.	The director of Curriculum and Instruction reports the findings and a recommendation to the Superintendent.	October 2001
5.	The superintendent presents a proposal for any needed changes to the board for approval.	November 2001

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 2
EDUCATION SERVICE DELIVERY
AND PERFORMANCE MEASURES

F. GIFTED AND TALENTED EDUCATION PROGRAM

Since 1987, state law has required all Texas school districts to have educational programs that serve the needs of gifted and talented students, and that the programs be available at all grade levels. Gifted and talented students are defined in Section 29.121 of the Texas Education Code as "a child or youth who performs at or shows the potential for performing at a remarkably high level of accomplishment when compared to others of the same age, experience or environment and who: 1) exhibits high performance capability in an intellectual, creative or artistic area; 2) possesses an unusual capacity for leadership or 3) excels in a specific academic field." The gifted and talented educational program must assure an array of learning opportunities that are commensurate with the abilities of gifted and talented students.

Districts must have a systematic process for identifying gifted and talented students. The TEA issues guidelines for the identification of gifted and talented students in an effort to ensure these students receive a quality education. The process must include quantitative as well as qualitative evaluation tools and instruments. Funding for the identification of gifted and talented students and programs is available through the Texas Foundation School Program.

CCISD employs two gifted and talented (G/T) specialists with one assigned to each elementary school. Elementary students leave the regular classroom to receive instruction from the G/T specialist.

Junior high school G/T students attend content area classes in language arts and math that are designed to provide a differentiated and advanced curriculum. At the high school level, students receive differentiated instruction through enrollment in advanced placement (AP) and pre-advanced placement (Pre-AP) courses. Students select these courses based on their abilities. Pre-AP and AP courses are offered in English, government, economics science and mathematics.

Nominations for the G/T program are ongoing and are accepted from parents and community members, teachers, principals, counselors and other interested persons. Notification is made through written correspondence with the parents of the students and through news releases in both English and Spanish.

After students are nominated, they are screened for selection by a committee at their campus. The selection committee includes a parent of a child in the G/T program, the principal and/or counselor, a classroom teacher and the G/T coordinator. At least three committee members must have training in the identification of gifted students. Members serve for one year. Authority is given to the committee to establish a cut-off point and to consider borderline cases.

CCISD uses at least three equally weighted criteria for each grade level. The following measures are used for G/T screening:

1. TAAS data;
2. Non-verbal student ability data: Otis-Lenon School Ability Test (OLSAT);
3. Raven;
4. Renzulli-Hartman Behavior Characteristics of Superior Students (teacher rated); and
5. Grade Point Average

Student data is recorded on a matrix. The cutoff score is wherever a natural break occurs in composite scores.

The selection committee determines if additional information, such as cumulative records, additional tests or interviews with the parents are needed. The school coordinator compiles the list of eligible students, and written permission is secured from the parents for acceptance into the program.

Transfer students who participated in G/T programs in other school districts are also screened for eligibility by the selection committee. The committee makes the determination within 30 school days of enrollment in CCISD and bases its decision on the transferred records, observation reports of CCISD teachers who instruct the student, additional local testing as appropriate, and student and parent conferences.

The selection committee places students who are unable to maintain satisfactory performance in the program on furlough to provide the student an opportunity to attain performance goals established by the selection committee. A furlough is granted at the request of the student or parent. A student is furloughed for a period of time deemed appropriate by the selection committee. At the end of the furlough, the selection committee reassesses the student's progress and the student reenters the program, is removed from the program or is placed on another furlough.

CCISD expenditures for the gifted and talented program are described in **Exhibit 2-47**. Total and per student funding have increased by almost 395

and 470 percent respectively since 1995-96. The number of students in the program decreased by 12 percent over the same period.

Exhibit 2-47
CCISD Expenditures for the Gifted and Talented Education Program
1996-97 and 2000-01

Category	1996-97 Actual	2000-01 Budget	Percent Change
Gifted and talented expenditures	$5,800	$28,700	394.8%
Gifted and talented students served	174	153	-12.1%
Gifted and talented expenditures per student	$33	$188	469.7%

Source: TEA, AEIS 1996-97 and PEIMS 2000-01.

Prior to assignment in the G/T program, teachers who provide instruction and services that are a part of the program must have a minimum of 30 hours of staff development that includes instruction in the nature and needs of G/T students, assessing student needs and curriculum, and instruction for gifted students. They must also receive a minimum of six hours of professional development in G/T education each year.

FINDING

CCISD encourages all teachers to receive training in gifted and talented education.

In July 2000, CCISD held a week-long Gifted and Talented Institute. More than 25 staff members and 10 parents attended the G/T Institute. CCISD's G/T coordinator reviewed identification processes, rules and regulations. Consultants presented all-day sessions on:

- The Nature and Needs of Gifted Students;
- Differentiated Curriculum, Creative Thinking, Problem Solving;
- Depth and Complexity-Creative Thinking for Teachers;
- Parents of Gifted and Talented Students; and
- How to be Scholarly.

The College Board Advanced Placement Program sponsors conferences each year to familiarize pre-AP and AP teachers with the AP course descriptions, the AP examination and to provide practical instructional methods. Several CCISD high school Pre-AP and AP teachers attended a five day AP Summer Institute in July 2000 and additional staff members

are scheduled to attend Pre-AP and AP workshops during the 2000-01 school year.

In November 2000, CCISD counselors also attended College Board Conferences. Sessions presented at the conference included Building a Successful AP Program, AP Student Selection and Retention, AP's Effect on the Entire Curriculum and Strengthening the Curriculum Through AP Vertical Teams.

COMMENDATION

CCISD provides gifted and talented training for staff and parents.

FINDING

Enrollment in CCISD's G/T program is lower than the state average, and lower than all but one of its peer districts. (**Exhibit 2-48**)

Exhibit 2-48
CCISD, Peer Districts, Region 20 and State Students in
Gifted and Talented Program as a Percent of Total Enrollment
2000-01

District	Gifted and Talented
Cotulla	11.4%
Carrizo Springs	8.1%
Pearsall	8.6%
Devine	6.7%
Crystal City	**7.6%**
Region 20	**7.2%**
State	**8.4%**

Source: TEA, PEIMS 2000-01.

The percentage of students enrolled in the G/T program decreased at three of four CCISD schools from 1998-99 to 2000-01 (**Exhibit 2-49**).

Exhibit 2-49
Percent of All Students in Gifted and Talented
Program by CCISD Schools
1997-98 through 1999-2000

School	1998-99	1999-2000	2000-01
Crystal City High School	11.1%	9.0%	8.3%
Fly Junior High School	7.1%	6.8%	8.5%
Benito Juarez Elementary School	10.8%	11.4%	8.7%
Rivera/Zavala Elementary School	6.6%	3.9%	6.0%
Districtwide	8.3%	6.9%	7.6%

Source: TEA, AEIS 1998-99, 1999-2000 and PEIMS 2000-01

The percentage of CCISD students in advanced courses is provided in **Exhibit 2-50**. Although the percentage of CCISD students enrolled in advanced course increased in 1998-99, the percentage is less than all peer districts and the regional and state percentages.

Exhibit 2-50
Percent of CCISD, Peer District, Region and State
Students Enrolled in Advanced Courses
1997-98 through 1998-99

District	1997-98	1998-99
Pearsall	20.3%	18.3%
Carrizo Springs	18.9%	17.0%
Cotulla	44.2%	16.9%
Devine	22.3%	14.7%
Crystal City	**9.6%**	**11.9%**
Region 20	**16.4%**	**19.4%**
State	**18.9%**	**17.5%**

Source: TEA, AEIS 1997-98 and 1998-99.

Recommendation 10:

Review procedures for gifted and talented student identification to ensure all eligible students are identified.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Curriculum and Instruction appoints a	August

	committee of G/T specialists and counselors to review the identification criteria and selection process.	2001
2.	The committee recommends changes to the director of Curriculum and Instruction.	September 2001
3.	The director of Curriculum and Instruction submits amended identification criteria and procedures to the superintendent.	October 2001

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 2
EDUCATION SERVICE DELIVERY
AND PERFORMANCE MEASURES

G. SPECIAL STUDENT POPULATIONS

The Individuals with Disabilities Education Act (IDEA) requires all public school districts that receive federal funds to establish central administration and school processes that identify students with learning disabilities or special learning needs so that accommodations can be made to assist them. The law includes students in special education and students with attention deficit, and/or hyperactivity disorders, among others. It requires accommodations such as additional instruction in a particular subject through a resource teacher, additional time to complete assignments and oral instead of written exams.

CCISD employs a director of Special Education, eight Special Education teachers and two speech therapists. A variety of programs and services offered by CCISD's special education program are summarized in **Exhibit 2-51**. The Special Education Department coordinates with the Texas Department of Mental Health and Mental Retardation on a regular basis.

Exhibit 2-51
CCISD Special Student Population Programs
1999-2000

Program/Service	Description
Student Assistance Team	A team of two teachers, a counselor and one administrator at each school reviews all information on a child who may need Special Education and recommends intervention strategies to the referring teacher.
Diagnostics	CCISD contracts with diagnosticians to provide comprehensive individual assessments.
Speech	Speech pathologists and assistants provide language and articulation services to identified students.
Related services	CCISD contracts with occupational and physical therapists to provide services. Psychological services are also contracted when needed. CCISD belongs to the Southwest Co-Op for Visually Handicapped and has a shared services agreement with the Regional Day School for Deaf.
Homebound	Services are provided to students who are placed on

	homebound or health-related services.
Assistive Technology	Boardmaker software is used to promote inclusion of students with language, speech, reading and memory disorders.

Source: CCISD director of Special Education.

CCISD teaches Special Education students as shown in **Exhibit 2-52**.

Exhibit 2-52
CCISD Special Education Instructional Settings

Instructional Setting	Description
Mainstream	Inclusion: Special education students receive instruction in all regular education classes with modifications and support such as assistance from a teacher's aide, assistive technology, monitoring by a special education teacher, etc.
Resource	1. Resource Room: Eligible students receive Special Education instruction and/or related services in a Special Education class for some subjects for less than half of the school day. 2. Content Mastery: A classroom staffed with a Special Education teacher and two aides. Special Education students from regular classes may leave the class to receive additional help in the content mastery class.
Self-contained	Students receive 50 percent or more of their instruction in classes with other special education students. 1. Life Skills: Classes for elementary and secondary students who need academic and daily living skills instruction. If students receive 50 percent or more of their instruction in Special Education resource classes, their instructional setting is self-contained. All students have at least one regular education class. 2. Adaptive Behavior Classes: Classes for students with emotional/behavioral disabilities who need structure and social skills training along with academic instruction.
Vocational	Students receive Special Education, academic or job-related

Adjustment Class (VAC)	instruction while placed in a part-time job with regularly scheduled supervision by the VAC transitional coordinator.
Homebound	Special Education services are provided at home or hospital bedside for students expected to be confined for a minimum of four consecutive weeks as documented by a licensed physician, or for infants and toddlers with visual and/or auditory impairments who are not capable of participating in Special Education classes.

Source: CCISD director of Special Education.

CCISD's Special Education student population is 9.7 percent of the total student population. This percentage is below the regional average of 14.4 percent and below the state average and all of CCISD's peer districts (**Exhibit 2-53**).

Exhibit 2-53
CCISD, Peer Districts, Region 20 and State
Students in Special Programs
as a Percent of Total Enrollment
2000-01

District	Special Education
Cotulla	11.8%
Devine	10.3%
Pearsall	10.4%
Carrizo Springs	13.7%
Crystal City	**9.7%**
Region 20	**14.4%**
State	**12.1%**

Source: TEA, PEIMS 2000-01

In December 2000, CCISD had 225 students in Special Education across all its campuses (**Exhibit 2-54**). This number represents a decrease of 1.7 percent from the 1999-2000 enrollment of 229 Special Education students.

Exhibit 2-54
CCISD Schools and Special Education Enrollment
1999-2000 through 2000-01*

School	1999-2000	2000-01
Crystal City High School	48	45
Alternative School	2	0
Fly Junior High School	69	75
Benito Juarez Elementary School	42	36
Rivera/Zavala Elementary School	68	69
Total	**229**	**225**

Source: TEA, AEIS 1999-2000.
*Note: December 1 count from CCISD's director of Special Education.

Expenditures for special education increased 60 percent between 1996-97 and 2000-01. The number of students served increased 21 percent, and the per student expenditure increased from $1,621 in 1996-97 to $2,146 in 12000-01, or 32 percent (**Exhibit 2-55**).

Exhibit 2-55
CCISD Special Education Program Expenditures
1996-97 and 2000-01

Category	1996-97 Actual	2000-01 Budget	Percent Change
Special education expenditures	$262,559	$420,657	60.2%
Special education students served	162	196	21.0%
Special education expenditures per student	$1,621	$ 2,146	32.4%

Source: TEA, AEIS 1996-97 and PEIMS 2000-01.

Compared to its peer districts, CCISD spends the least in total expenditures and per pupil expenditures for Special Education programs (**Exhibit 2-56**).

Exhibit 2-56
CCISD Special Education Program Expenditures vs. Peer Districts
1999-2000

District	Special Education Expenditures	Expenditures per Eligible Student

Carrizo Springs	$909,104	$3,529
Pearsall	$751,463	$3,184
Devine	$711,608	$2,802
Cotulla	$459,442	$3,003
Crystal City	**$420,657**	**$1,837**

Source: TEA, AEIS 1999-2000.

CCISD contracts with individuals to provide physical and occupational therapy, with a psychologist for psychological services and with the Southwest Co-Op for the Visually Impaired. CCISD has a shared services agreement with the Regional Day School for Deaf. The director of Special Education said CCISD spent less than $25,000 for contracted services in 1999-2000.

FINDING

Crystal City ISD uses a pre-referral intervention process, the Student Assistance Team (SAT), which is designed to promote collaboration among parents, students, and school and district level instructional, support and administrative staff members before a student is referred for Special Education assessment. Before the classroom teachers recommend assessment, they must collaborate with a peer, the counselor and the student's parents to determine which instructional methods are appropriate for successful learning. The pre-referral intervention process should be student-centered; should present an opportunity for professional growth; encourage parental involvement; document effective interventions and should be a coordinated process. The steps of the SAT referral process are illustrated in **Exhibit 2-57**.
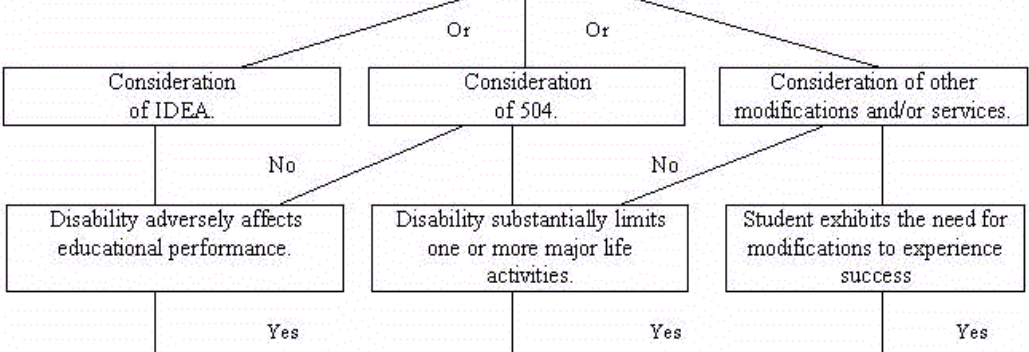
Exhibit 2-57
CCISD School Assistance Team Referral Process

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┌─────────────────────────────────────┐
│              Process I              │
│   Referring teacher recognizes student │
│   academic/behavior problem, reviews │
│   permanent record and work samples, │
│   completes an observation checklist and │
│             contacts parent.        │
└─────────────────────────────────────┘

┌─────────────────────────────────────┐
│ Teacher implements interventions based on │
│   review of records and parent input. If │
│ interventions are successful, process ends. If │
│     unsuccessful, the teacher proceeds to │
│             Process II.             │
└─────────────────────────────────────┘

┌─────────────────────────────────────┐
│              Process II             │
│    Referring teacher meets with School │
│   Assistance Team (team) to review Process I │
│       information. The team recommends │
│     additional intervention strategies. If │
│   strategies are successful, the process stops. │
│   If not, the teacher proceeds to Process III │
└─────────────────────────────────────┘

┌─────────────────────────────────────┐
│              Process III            │
│   The team reviews all information regarding │
│  student progress and interventions. The team │
│     recommends additional interventions or │
│   contacts a parent, reviews special programs' │
│    eligibility guidelines and makes a referral to │
│     appropriate special programs.   │
└─────────────────────────────────────┘
```

Or   Or

┌──────────────────┐   ┌──────────────────┐   ┌──────────────────────┐
│ Consideration   │   │ Consideration   │   │ Consideration of other │
│   of IDEA.   │   │   of 504.   │   │ modifications and/or services. │
└──────────────────┘   └──────────────────┘   └──────────────────────┘

        No   No

┌──────────────────┐   ┌──────────────────┐   ┌──────────────────────┐
│ Disability adversely affects │ │ Disability substantially limits │ │ Student exhibits the need for │
│ educational performance. │ │ one or more major life │ │ modifications to experience │
│   │   │   activities.   │   │   success   │
└──────────────────┘   └──────────────────┘   └──────────────────────┘

        Yes   Yes   Yes

Education reasonably designed to help the student.	Education comparable to that provided to students without disabilities.	Modifications recommended by the team.

Specially-designed instruction	Reasonable accommodations	Counseling
		Medical services
		Clothing
		Academic evaluation

Referred need met?

Individual education plan	Accommodation plan	Yes
⟨ Related services	⟨ Physical	⟨ Continue modifications
	⟨ Instructional	
	⟨ Specialized instruction	
	⟨ Related aides and services	⟨ Refer again

Source: CCISD director of Special Education.

The Student Assistance Team considers four options before deciding to intervene. These options are considered from least-restrictive to the most-restrictive in this order:

1. Implement school modifications for a pre-determined amount of time;
2. Initiate 504 referral process;
3. Refer to the dyslexia committee; and
4. Initiate special education referral process.

The team strives to maintain a preventive and positive focus to ensure success for all students. CCISD implemented this process in 1999-2000. The number of Special Education referrals decreased from 67 in 1997 to 30 in 1999-2000, a 55 percent decrease. Of the 30 referrals, 28 students qualified for special education services. Reducing the number of referrals eliminates costs and time spent on evaluations.

Teachers and parents are encouraged to refer to Special Education any student who is experiencing difficulty in the classroom for any reason. Parents requesting Special Education assessment are encouraged to participate in the team process, however, if parents desire assessment, the referral is processed through the school counselor.

COMMENDATION

CCISD has a successful process for identifying individual Special Education student needs, devising appropriate modifications and helping students attain desired learning and achievement levels within the least restrictive environment.

FINDING

The Individuals with Disabilities Education Act (IDEA) of 1975 requires school districts to provide certain education-related health services to children with disabilities to meet their unique needs. As of September 1992, the state's Medicaid program was amended to allow school districts to enroll as Medicaid providers and to apply for Medicaid reimbursement for services they provide to children with disabilities.

School Health and Related Services (SHARS) are defined as medically necessary and reasonable to ensure a disabled child receives the benefits of a free and appropriate public education. These services include assessment, audiology, counseling, medical service, school health services, occupational therapy, physical therapy, speech therapy, psychological services and associated transportation.

School districts can apply for reimbursement for specific services provided to Medicaid-certified children. The reimbursement amount is for the federal portion of the fee for each eligible service, which is 60.3 percent for 2000-01. Districts must certify that they used state or local funds to pay for the remainder. Reimbursements can be deposited in the general revenue fund and do not necessarily have to be spent on special education services. To qualify for SHARS Medicaid reimbursement, claims must be filed within six months of the date that services are delivered. **Exhibit 2-58** indicates the amount of reimbursement received during the last five years.

Exhibit 2-58
SHARS Activity for CCISD
1995-96 through 1999-2000

Year	SHARS Reimbursement Received	Number of Unduplicated Medicaid-Eligible Students	Average Payment per Student
1999-2000	$38,834	193	$201
1998-99	$44,461	249	$179
1997-98	$18,731	103	$182
1996-97	$27,221	130	$209

1995-96	$20,102	99	$203

Source: CCISD director of Business and Finance.

COMMENDATION

CCISD complements its local and state funding for Special Education by actively seeking available federal funds.

FINDING

In 1996, Texas implemented another reimbursement program, Medicaid Administrative Claiming (MAC), to allow districts to receive reimbursement for health-related administrative services that cannot be billed through SHARS. At that time, it was not feasible for districts with less than 15,000 students to participate because the federal requirements for time study of direct-service staff on the amount of time spent on health-related activities was too burdensome. However, the MAC program has changed significantly, making it feasible for smaller school districts to participate.

In January 1997, TEA, along with the Texas Department of Health and the Health and Human Services Commission, opened MAC to small districts by allowing consortiums of smaller districts representing 15,000 or more students to file collectively. Consortiums also reduce each district's time commitment for the required time study. As a result, half of the districts in the state participate in MAC. A district can join an existing consortium or start one of their own.

CCISD is not participating in this program. The director of Special Education told TSPR that she met with other directors several years ago, and they agreed that the program would not be cost-effective for the districts.

Since the consortiums handle most of the burdensome administration required for this program, it is relatively simple for districts to sign on with a consortium. A consortium must serve 15,000 students or as close to 15,000 as possible. The consortium sends a representative to the district to explain the services and fees, which are based on a percentage of reimbursements. There are no out-of-pocket costs, but staff must spend one week doing the time study. All staff selected for the time study must attend two to three hours of training, which must be provided by the MAC consortium within 50 miles of the district, regardless of where the consortium offices are located.

Districts that join a consortium provide the names of counselors, nurses and therapists and any other staff that work directly with high-risk populations. From this list a percentage is selected to participate in the time study, which requires one week per quarter. From this study, the levels of service are determined, which, along with base expenditures and Medicaid-eligibility rates, determine the districts' reimbursements for MAC-eligible activities.

The amount of reimbursement is tied to the level at which a district promotes health-related activities and the percentage of the student population that is eligible for Medicaid. The chief financial officer of the La Porte ISD Medicaid Consortium said the per-student reimbursement after administration fees ranges from $10 to $30 per student, based on the total student average daily attendance rate for the district. This consortium serves districts of various sizes.

Recommendation 11:

Participate in the Medicaid Administrative Claiming program.

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

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent, director of Business and director of Special Education seek an existing consortium to join.	August 2001
2.	The board reviews the administration's proposal for joining a MAC consortium and approves the plan.	August 2001
3.	The director of Special Education establishes procedures to participate in the MAC program.	August 2001
4.	The director of Business ensures MAC claims are processed on an ongoing basis.	Ongoing

FISCAL IMPACT

One consortium in Texas (La Porte) receives per-student reimbursement levels from $10 to $30 per year, depending upon the Medicaid reimbursement rate for the district. This per-student amount does not include administration fees. If CCISD receives the lowest amount of this range, the district will save $20,000 a year (2,000 students times $10).

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Participate in the Medicaid Administrative Claiming program.	$20,000	$20,000	$20,000	$20,000	$20,000

Chapter 2
EDUCATION SERVICE DELIVERY
AND PERFORMANCE MEASURES

**H. ALTERNATIVE EDUCATION AND DISCIPLINE
MANAGEMENT**

Chapter 37 of the Texas Education Code addresses discipline, law and
order in Texas public schools. The original provisions were adopted in
1995 as part of the revision of the Texas Education Code. The Texas
Legislature amended these provisions in 1997 and 1999.

Each school district must have a district improvement plan under Section
11.252. This section requires that a discipline management program be
included as part of that plan. The district improvement plan must include
strategies for improvement of student performance that include discipline
management. Chapter 37 provides additional guidelines that districts can
use to formulate their own policies.

Each school district shall provide an alternative education program:

- In a setting other than a student's regular classroom;
- On or off of a regular school campus;
- That separates students who are assigned to the alternative
  education program from students who are not assigned to the
  program;
- That focuses on English language arts, mathematics, science,
  history and self-discipline;
- For students' educational and behavioral needs; and
- That provides supervision and counseling.

An alternative education program may provide a student's transfer to a
different campus, a school-community guidance center or a community-
based alternative school.

On-campus AEPs must use certified personnel, however, off-campus
AEPs may use their choice of instructional personnel except for students
who receive special education or bilingual education services.

An off-campus AEP does not have to comply with the school-day length
provision, however, funding is based on attendance. Off-campus programs
must be conducted in a separate facility from campuses serving students in
the regular education program.

An AEP may not be held in the same room as an in-school suspension program or any other room that contains students not assigned to the AEP. Districts may provide transportation services and allow students to engage in activities with regular students, such as eating in the same cafeteria.

Before 1999-2000, CCISD contracted with Student Alternatives, Inc., a San Antonio firm that provides community-based alternative education. The program offered a morning and an afternoon session. Fifty-four students were assigned to AEP during the 1999-2000 school year.

The average daily attendance rate for the program was less than 80 percent. CCISD decided to develop a district-operated off-campus alternative school for grades six through 12. One certified teacher and aide staff the program. Students assigned to the AEP continue their course work in individual lessons provided by the home campus instructors. The alternative school is equipped with a computer lab, and Plato software is used that allows students to work independently for credit recovery. In August 2000, the director of Human Resources assumed responsibility for the discipline alternate education program.

FINDING

The district has not standardized the discipline process on all campuses to provide a consistent application of discipline.

The 1999-2000 Student Code of Conduct includes standards for student conduct, potential discipline applications (**Exhibit 2-59**), general misconduct violations and consequences for committing violations, and procedures for removing students from the regular educational setting. The code of conduct also explains how discipline will be handled for students with disabilities.

Exhibit 2-59
Standards for Student Conduct
CCISD Student Code of Conduct
1999-2000

Standards for Student Conduct	Examples of Discipline Management Techniques
• Demonstrate courtesy even when others do not. • Behave in a responsible manner, always exercising self-discipline. • Attend all classes regularly and on time.	• Oral correction. • Cooling-off time or "time out." • Seating changes within the classroom. • Counseling by teachers.

• Prepare for each class; take appropriate materials and assignments to class. • Meet district or campus standards for grooming and dress. • Obey all campus and classroom rules. • Respect the rights and privileges of other students and of teachers and other district staff. • Respect the property of others, including district property and facilities. • Cooperate with or assist the school staff in maintaining safety, order and discipline. • Avoid violations of the Student Code of Conduct.	counselors or administrative personnel. • Parent-teacher conferences. • Rewards or demerits. • Detention. • In-school suspension. • Out-of-school suspension. • Placement in a disciplinary alternative education program. • Assigned school duties such as scrubbing desks or picking up litter. • Withdrawal of privileges, such as participation in extracurricular activities. • Withdrawal or restriction of bus privileges. • School-assessed and school-administered probation. • Corporal punishment. • Referral to an outside agency and/or legal authority. • Adult Shadowing. • Community Service.

Source: CCISD Student Code of Conduct, 1999-2000.

CCISD's Student Code of Conduct lists general misconduct violations including disobeying rules for conduct on school buses, cheating or copying the work of another student, pulling a fire alarm, gambling, possessing a firearm, making false threats, possessing or using tobacco products, violating computer use policies and possessing pornographic material. For these misconduct violations, the code of conduct does not define levels of violations or consequences for each level of offense or provide any guidance for graduated application of the discipline management techniques. Principals said application is left to their individual judgment.

A separate section entitled "Removal from the Regular Education Setting," describes offenses that could result in either out-of school suspension or placement in an alternative education program.

The code of conduct does not outline levels of violations and consequences for each level of offense. CCISD publishes and distributes

campus-level parent/student handbooks that vary from school to school and contain several inconsistencies.

Exhibit 2-60 provides examples of inconsistencies in campus handbooks regarding discipline management.

Exhibit 2-60
Inconsistencies in Parent-Student Handbooks
At CCISD Schools

Crystal City High School	Fly Junior High School	Benito Juarez Elementary School	Rivera/Zavala Elementary School
• Describes corporal punishment as a discipline technique that may be used in accordance with the Student Code of Conduct. • Describes sexual harassment and indicates that a substantiated complaint against a student will result in disciplinary action, according to the nature of offense and the Student Code of Conduct.	• Describes corporal punishment as a discipline technique that may be used in accordance with the Student Code of Conduct. • Includes a heading "Discipline Management - See Student Code of Conduct." • Lists student conduct expectations. • Describes where and when school rules and discipline	• Includes a notice to students and parents regarding drug-free schools and indicates a range of disciplinary actions for alcohol- and drug-related offenses from suspension up to six days, expulsion and referral to law enforcement. • Includes a three-phase discipline	• Describes corporal punishment as a discipline technique that may be used in accordance with the Student Code of Conduct. • Lists student conduct expectations. • Describes where and when school rules and discipline apply. • Lists disruptive activities. • Includes a statement indicating parents and

• Additional references to discipline are mentioned, as consequences for vandalism and improper behavior on school buses.	apply. • Lists disruptive activities.	management plan that lists violations in each phase with graduated consequences for repeat offenses.	students need to be familiar with the standards set out in the Student Code of Conduct, as well as campus and classroom rules.

Source: 2000-01 Parent-Student Handbooks, Crystal City High School, Fly Junior High School, Benito Juarez Elementary School and Rivera/Zavala Elementary School.

Recommendation 12:

Update the student code of conduct to standardize discipline policies and consequences for violations.

The discipline policies should list specific discipline alternatives related to the severity of the offense and should define a specific progression of discipline alternatives for repeat offenders. Alternatives within each level should be identified to allow limited discretion by the principal to ensure consequences are applied consistently. The approach should also recognize different grade levels from one school to the next.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Human Resources creates a committee of parents, teachers, students, principals and assistant principals that proposes a standardized list of violations and disciplinary consequences for the entire district and forwards the proposal to the superintendent, principals and assistant principals.	August 2001
2.	The superintendent, principals and assistant principals review the proposal and provide suggestions for improvement.	September 2000
3.	The director of Human Resources revises the list and forwards	September

	the final version to the superintendent for approval.	2001
4.	The board reviews and approves the standardized list of violations and disciplinary consequences with any necessary changes.	October 2001
5.	The director of Human Resources incorporates the standardized list into the Student Code of Conduct. The Student Code of Conduct is re-written, focusing on a standardized listing of offenses and consequences.	November 2001
6.	All campuses conduct a districtwide effort to communicate the new information in the code of conduct. Posters are placed in the halls by campus administrators to ensure that all students know the punishment for the various offenses.	December 2001
7.	Training for teachers is held to acquaint them with the process.	December 2001
8.	All principals conduct a districtwide effort to communicate the new information in the code of conduct. Posters are placed in the halls to ensure that all students know the consequences for the various offenses.	December 2001

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 3
FACILITIES USE AND MANAGEMENT

This chapter reviews the facilities use and management for the Crystal City Independent School District (CCISD) in the following areas:

A. Planning
B. Maintenance and Custodial Operations

A comprehensive facilities, maintenance and energy management program coordinates all the physical resources in the district. The program must effectively integrate facilities planning with all other aspects of school planning. The most effective and efficient plant operations and maintenance programs involve facilities managers in strategic planning, design and construction. Additionally, all facilities departments should operate under clearly defined policies and procedures.

Facilities use and management managers ensure that district facilities are designed and built in a way that enhances the educational process and meets other needs, such as maintaining equipment; providing a clean school and working environment; ensuring that facilities comply with local, state, and federal building regulations; and minimizing the district's utility costs.

Efficient facilities operations help districts keep up with changes in enrollment and instructional program needs, and they are essential to building public trust and confidence in district management.

BACKGROUND

CCISD owns and operates 11 facilities (**Exhibit 3-1**), which total 312,022 sq. ft. At the time of the review, no portable facilities are used for any school classrooms; however, two portables are used for materials storage near the administration building.

Exhibit 3-1
CCISD Facilities
2000-01

School/ facility	Square Footage*	Number of Students**
Crystal City High School		**534**
Main building	40,500	

Building addition one	1,824	
Building addition two	1,536	
Building addition three	9,700	
Gym and band hall	17,376	
Field house	5,600	
Additional field building	540	
Fly Junior High School		**490**
Classroom area one	20,608	
Classroom area two	16,560	
Annex	16,500	
Gym	11,700	
Cafeteria	5,000	
Old band hall	1,792	
Field house		
Benito Juarez Elementary School		**313**
Main building	23,047	
Cafeteria	4,784	
Gym	6,895	
Tomas Rivera/Zavala Elementary School		**740**
Classroom area one	7,775	
Classroom area two	31,120	
Classroom area three	29,100	
Gym	9,800	
Other buildings	6,440	
District administrative offices	5,304	N/A
Maintenance building	2,800	N/A
Warehouse	5,100	N/A
Central food service	5,908	N/A
Polytechnical facility	14,340	N/A
Old vocational building	3,060	N/A

Special education building	7,313	N/A
Total	**312,022**	**2,077**

Source: CCISD director of Maintenance.
* Includes permanent facilities and portable buildings near Administration.
** As of November 16, 2000.

CCISD's supervisor of Maintenance oversees all maintenance and custodial operations and reports to the assistant superintendent. The department performs limited routine and preventive maintenance (e.g., monthly review of HVAC equipment and plumbing and vehicle lubrication).

CCISD's maintenance and custodial expenditures are the third highest compared to its peer districts; however, as a percentage of the total budget, CCISD's maintenance and custodial budget is the highest (**Exhibit 3-2**).

Exhibit 3-2
CCISD and Peer District Maintenance and Custodial Budgets
2000-01

District	Maintenance and Custodial Budgets	Percentage of Total Budget
Crystal City	**$1,554,117**	**11.6%**
Cotulla	$1,201,577	11.8%
Pearsall	$1,668,846	11.3%
State	$2,576,890,955	9.5%
Carrizo Springs	$1,634,718	9.1%
Region 20	$185,508,360	8.4%
Devine	$1,006,298	8.8%

Source: TEA, PEIMS 2000-01.

Chapter 3
FACILITIES USE AND MANAGEMENT

A. PLANNING

FINDING

CCISD developed a facilities master plan in June 1994. The plan was based on a needs assessment conducted by a contracted architectural firm. The evaluation indicated an estimated $7.1 million in needed improvements and an additional $1.5 million in other renovations if the district had the money (**Exhibit 3-3**).

Exhibit 3-3
CCISD Facilities Master Plan Recommendations

Facilities Recommendations	Estimated Cost	
	Recommended	**Additional**
Benito Juarez Elementary School		
Classrooms, gym, stage	$515,000	
Expand gym and air condition; miscellaneous repairs		$188,400
Tomas Rivera/Zavala Elementary School		
Replace portables with 21 permanent classrooms and miscellaneous repairs	$1,775,450	
Gym renovation, cafeteria serving line addition and other miscellaneous repairs		$837,500
Fly Junior High School		
New band / music building, a classroom wing and various renovation of existing facilities	$2,282,000	
Air condition gym and add elevator to classroom wing		$120,000
Crystal City High School		
New classroom building, vocational complex, covered walkways and renovation of existing facilities	$2,215,000	

Restructure existing classrooms in main building, miscellaneous repairs and air condition gym.		$300,000
District support facilities		
Enlarge central kitchen	$185,000	
Renovate administration building	$15,000	
Renovate transportation building	$120,000	
Total	**$7,107,450**	**$1,445,900**

Source: CCISD Master Plan, April 1996.

When the master plan was prepared, CCISD did not have sufficient operating funds to implement the recommendations. The district was also hesitant to seek a bond election since the required tax increase would be large, especially to the largely low-income population served by the district.

In 1997, the Texas Legislature created the Instructional Facilities Allotment (IFA) to fund instructional facilities, primarily for districts like CCISD that did not have the financial capability to support necessary facilities construction and/or renovation on their own. The Texas Education Agency (TEA) was designated as the administrator of the program.

In order to qualify for the IFA, a district had to meet certain levels of wealth per student, which are adjusted each year by TEA. A district also had to pass a local bond issue in any amount, of which a portion not funded by an IFA would be paid through local funds.

In the summer of 1997, a citizens committee was formed with approximately 20 members, representing all elements of the community. The committee reviewed the needs assessment included in the facilities master plan. Committees of staff and parents were also formed at each school to review the needs assessment and make recommendations to the districtwide citizens' committee on which items should be included in a final bond package.

In December 1997, CCISD passed a $7.9 million bond issue by a 10:1 margin. The bond covered key items included in the facilities master plan: a new high school classroom wing, vocational wing and certain facilities renovations; a new junior high school classroom wing, band hall and certain facilities renovations; a new elementary school wing; and a new cooking wing for the central kitchen facility.

At the same time, the district submitted the IFA application to TEA. Based on the criteria in place at that time, CCISD qualified for a maximum of $5.4 million in IFA funding, which TEA agreed to fund 83 percent, or approximately $4.5 million. CCISD increased its interest and sinking fund (or debt service) tax from three to nine cents to generate the necessary local funds to make up the difference in the needed amount, or $3.4 million. Under the IFA agreement, CCISD receives a payment each September over the life of the bonds for the IFA portion of the total package.

The citizens committee continued to meet through Fall 2000, when the last of the scheduled projects were completed. During the construction period, the district's construction fund generated $286,000 in interest income, which allowed it to complete some additional projects. As an additional part of the construction, the district upgraded the lighting and HVAC equipment to reflect the most energy-efficient systems that could be applied within their budget. The district is also upgrading a central monitoring system with funds available from the bond proceeds.

COMMENDATION

CCISD developed a comprehensive facility plan, used citizen input and support to generate broad community support, constructed new facilities, completed renovations efficiently and sought available funding alternatives to complete needed facilities upgrades.

Chapter 3
FACILITIES USE AND MANAGEMENT

B. MAINTENANCE AND CUSTODIAL OPERATIONS

The Maintenance department conducts both routine and major facility
repairs. The department has seven positions: an electrician, a plumber and
five crewmembers. The supervisor also supervises bus barn mechanics,
the warehouse employees, bus drivers and custodial staff.

CCISD'S 11 facilities all have multiple buildings. The seven maintenance
employees are each responsible for an average of 44,575 square feet. The
staff handles the routine repair needs of the district as well as major
equipment repair and replacement for equipment no longer covered by
warranty.

The Association of Physical Plant Administrators (APPA) has developed a
set of staffing standards for crafts positions based on the gross square
footage in a district. The current CCISD Maintenance department staffing
is compared to these standards in **Exhibit 3-4**. Based on this comparison,
overall CCISD's Maintenance Department is staffed closely to the
standard.

Exhibit 3-4
CCISD Facilities and Maintenance Department
Crafts Positions Compared to APPA Standard
2000-01

Craft	Current Staffing	APPA Standard	Recommended Staffing	Variance Above (+)/Below (-) Standard
General	2.0	1:500,000 gross square feet (GSF)	0.5	1.5
HVAC mechanic	0.5	1:450,000 GSF	0.75	-0.25
Plumber	1.0	1:390,000 GSF	1.0	0
Electrician	0.5	1:380,000 GSF	1.0	-0.5
Carpenter and locksmith	1.0	1:200,000 GSF	1.5	-0.5
Painter	1.0	1:200,000 GSF	1.5	-0.5

Other	1.0	1:500,000 GSF	0.75	0.25
Total	**7**		**7**	**0**

Source: CCISD Facilities and Maintenance department and Association of Physical Plant Administrators.

Custodial duties should be coordinated with the school program and skilled labor schedules so that work during school hours is done with a minimum of disturbance to students and school personnel. There are many custodial tasks that need to be performed on a regular basis, including:

- Regulating the heating and/or air conditioning equipment as required;
- Unlocking doors, opening windows for ventilation and turning on lights;
- Setting up rooms for special activities;
- Cleaning restroom facilities, replacing all commodities and making sure dispensers work properly;
- Cleaning classrooms, teachers' lounges and other areas;
- Performing special tasks within the classrooms based on teacher requests;
- Moving furniture;
- Disposing of trash; and
- Locking doors and gates, closing windows, turning off lights, etc., to school buildings and grounds.

Duties of a weekly, monthly or quarterly nature should be defined and scheduled. Tasks that may be included in this classification include:

- Lubricating equipment;
- Cleaning interior walls;
- Painting indoors;
- Waxing floors and cleaning carpeting;
- Washing windows and blinds and arranging for the cleaning of draperies; and
- Resurfacing floors and refinishing furniture.

FINDING

Based on industry standards, CCISD is overstaffed in custodial staff. CCISD custodial operations report to the supervisor of Maintenance. The custodial staffing assignments are divided into a day shift and a night shift that is supervised by a night head custodian. Day shift custodians work

from 7:00 am until 3:30 pm, and night shift custodians work from 3:30 pm until 12:30 am (**Exhibit 3-5**).

Exhibit 3-5
Custodial Assignments by Shift
2000-01

School/facility	Number of Custodians by Shift	
	Day	Night
Crystal City High School	1	4
Fly Junior High School	1	3
Benito Juarez Elementary School	1	2.5
Tomas Rivera/Zavala Elementary School	1.5	3
District administrative offices		0.25
Maintenance building		0.25
Warehouse		
Central food service		
Polytechnical facility	.5	
Old vocational building		
Special education building		
Other		2*
Total	**5.0**	**15.0**

Source: CCISD supervisor of Maintenance.
* Two custodians work districtwide during the night shift and focus on the buildings where there is not an assigned custodian.

Each custodian follows a work schedule, which identifies the areas and cleaning responsibilities by time during the shift. During the day shift, custodians are also expected to provide assistance to the principal and teachers to handle routine functions, such as moving furniture. Given the multiple buildings of varying age and in different physical shape on each site, custodial assignments vary to reflect the particular needs of each facility.

TSPR project team members conducted a tour of a majority of CCISD facilities as part of the review. The impression of the project team was that the overall cleanliness of each facility was very good.

In response to the statement, "Schools are clean" in the written survey conducted by TSPR, 66 percent of the administrators and support staff, 69 percent of the teachers and 78 percent of the parents strongly agreed or agreed.

Many school districts, such as Eagle Pass, Bastrop and Galveston, assign custodians based on square footage and the type of surfaces and areas to be cleaned. The Association of School Business Officials (ASBO), using widely accepted industry standards, has developed cleaning guidelines or standards for schools that a district can tailor to its needs (**Exhibit 3-6**). These standards identify the type of facility, daily use, types of surfaces to be cleaned and the time necessary to complete each task.

Exhibit 3-6
Examples of Recommended Custodial Work Standards
Established by the Association for School Business Officials

Space	Service	Unit Measure	Work Rate Time
Classrooms (average size)	routine clean	850 sq. ft.	24 minutes
Offices - resilient floor	routine clean	1,000 sq. ft.	24 minutes
Offices - carpet	routine clean	1,000 sq. ft.	24 minutes
Floors	dust mop	1,000 sq. ft.	12 minutes
	damp mop	1,000 sq. ft.	20 minutes
	spray buff - daily	1,000 sq. ft.	20 minutes
	spray buff - weekly	1,000 sq. ft.	40 minutes
	spray buff - monthly	1,000 sq. ft.	120 minutes
	light furniture scrub	1,000 sq. ft.	240 minutes
	medium furniture scrub	1,000 sq. ft.	300 minutes
	heavy furniture scrub	1,000 sq. ft.	400 minutes
Bathrooms	3 or less commodes, urinals, and wash basins	Each	4.5 minutes
	more than 3	Each	3.0 minutes

Stairs	damp mop	1 flight	12 minutes
	wet mop	1 flight	35 minutes
	hand scrub	1 flight	48 minutes
	dust handrails	1 flight	2 minutes
	dust treads	1 flight	6 minutes
Walls	wash	1,000 sq. ft.	210 minutes
	wash heavy soil	1,000 sq. ft.	290 minutes
Blinds	dust	each	15 minutes
	damp dust	each	30 minutes
	wash	200 sq. ft.	340 minutes
Windows - single pane	wash	1,000 sq. ft.	240 minutes
Windows - multi-pane	wash	1,000 sq. ft.	320 minutes
Light fixtures - fluorescent	dust	4 ft.	5 minutes
Light fixtures - egg crate	wash	4 ft.	40 minutes
Light fixtures - open	wash	4 ft.	20 minutes
Light fixtures - incandescent	dust	each	5 minutes
Light fixtures - incandescent	wash	each	15 minutes

Source: Custodial Methods and Procedures Manual, ASBO.

According to ASBO's standards, custodial staffing should be based on an expected average productivity of 2,500 square feet per staff-hour of work, for an 8-hour cleaning period, which equals 20,000 square feet. The type of flooring, size of storage areas, age of buildings and other variables could reduce the square feet per staff hour of a facility. Applying this formula in CCISD by campus results in a total of 16.0 custodians, or five less than the current total of 20.0 (**Exhibit 3-7**).

Exhibit 3-7
Comparison of ASBO Recommended Number of Custodians
and CCISD Campus Custodial Staffing

School/facility	Square Footage (1)	Number of Custodians	
		Current	Recommended
Crystal City High School	77,076	5.0	4.0
Fly Junior High School	72,160	4.0	3.75
Benito Juarez Elementary School	34,726	3.5	1.5
Tomas Rivera/Zavala Elementary School	84,235	4.5	4.25
District administrative offices	5,304	0.25	0.25
Maintenance building	2,800	0.25	0.25
Warehouse	5,100	0	0.25
Central food service	5,908	0	0.25
Polytechnical facility	14,340	0.5	0.75
Old vocational building	3,060	0	0.25
Special education building	7,313	0	0.5
Districtwide	N/A	2	0
Total	**312,022**	**20.0**	**16.0**

Source: CCISD Finance office manager.

Recommendation 13:

Reassign custodial cleaning responsibilities using industry standards and reduce the number of custodians.

Given the multiple buildings at each site, some time is lost moving from one building to another. In setting the cleaning schedules, this factor should be taken into consideration.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent instructs the supervisor of Maintenance to place hiring freeze on custodial positions and work with each principal to redesign the cleaning areas and schedules of custodians using ASBO recommendations.	September 2001
2.	The supervisor of Maintenance shifts primary cleaning time	September -

	and custodial staff to after-school hours.	October 2001
3.	During budget preparation, the supervisor of Maintenance eliminates remaining positions for the 2002-03 school year and notifies any remaining incumbents of the district's intent to eliminate their positions in the fall.	April - August 2002

FISCAL IMPACT

The entry-level custodian position salary is $11,232 (240 days x 8 hours per day x $5.85 per hour). Assuming that three of the possible four positions could be eliminated, annual salary savings would be $33,696. An additional 20 percent of total salaries, or $6,739, would be saved in employee benefit costs. Total annual savings would be $40,435. The first year estimate assumes a minimum of one person would leave during the year and that position would not be filled.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Reassign custodial cleaning responsibilities using industry standards and reduce the number of custodians.	$13,478	$40,435	$40,435	$40,435	$40,435

Chapter 4
FINANCIAL MANAGEMENT

This chapter reviews the financial operations and asset and risk management operations of the Crystal City Independent School District (CCISD) in the following areas:

A. Financial Management Practices
B. Financial Reporting and Budgeting
C. Purchasing
D. Risk Management
E. Cash and Investments

Successful financial management operations ensure a school district:

- receives all available revenue from the state and federal governments;
- maintains a track record of sound financial decisions and adequate and equitable budget allocations;
- issues timely, accurate and informative reports on the district's financial position;
- maintains adequate internal controls;
- employs a skilled, well-trained staff; and
- maintains a consistent record of unqualified opinions from its external auditors.

The purchasing operation ensures goods and services are acquired at the best price, at the right time and in the right quantity to support the needs of the district and that its personnel, while complying with local, state and federal regulations. School districts identify opportunities to cooperatively purchase goods with other jurisdictions when it mutually benefits all parties involved.

Asset management involves managing the district's cash resources and physical assets in a cost-effective and efficient manner and safeguarding them against theft and obsolescence. Risk management refers to the identification, analysis and reduction of risk through insurance and safety programs to protect the district's assets and employees.

BACKGROUND

The Finance Office manager is responsible for major business functions, purchasing, payroll and food service. **Exhibit 4-1** shows the organizational structure of CCISD's finance operations.

Exhibit 4-1
Organization of CCISD Finance Operations
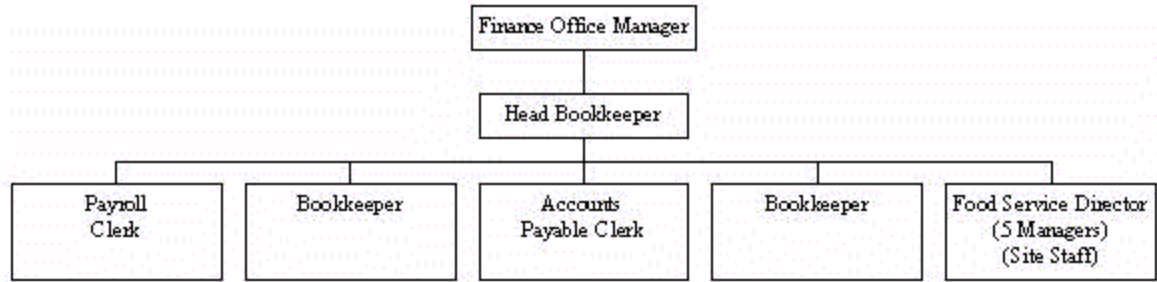
Source: CCISD Finance Office manager.

The Finance Office manager reports directly to the superintendent and supervises five clerical employees and the Food Service director.

The Finance Office is responsible for the timely and accurate salary payments to approximately 425 salaried and hourly CCISD employees twice a month. The Finance Officer is also responsible for benefit deductions, insurance premium payments, IRS-related matters, court-ordered deductions and deductions for participation in the Teacher Retirement System and Medicare/Social Security.

CCISD maintains its accounting records on EDP Enterprises (EDP) software, which is supported from Longview, Texas. The district contracts with EDP for automated financial systems support and all automated systems support at an annual cost of $16,474.

EDP support personnel visit the district when CCISD needs assistance with financial software. The district has access to all EDP modules, including accounting and finance, budgeting, payroll, fixed assets and purchasing. The district currently uses the EDP software for monthly accounting, payroll, budgeting, purchasing and financial reporting. This system uses a series of options, or menus, to allow a district to choose the level of detail it prefers to use in maintaining its business records.

The EDP software can generate a wide variety of management information reports in four general categories: summary reports, fixed asset/inventory reports, vendor/purchase order reports and journals/checks/detailed ledger reports. Summary reports are most useful for board members and district administrators. They include a summary of general ledger activity, comparisons of revenue to budget, budget status by organization (by department or school) and budget status by program (for example, technology or athletics).

The Finance Office manager is responsible for cash management and investment activities and handles all cash receipts and transfers as necessary for investment purposes. CCISD's investment strategy is simple, and the district uses a government investment pool to deposit excess funds that are not needed in regular bank accounts.

Business property accounts for 33.6 percent of CCISD's property value. This compares to 32.7 percent on average for other districts in Regional Education Service Center XX (Region 20) and 40.6 percent for the entire state. CCISD has a higher business property value than any of its peer districts (**Exhibit 4-2**).

Exhibit 4-2
CCISD, Region 20, State and Peer District Property Values
by Category as a Percentage of Total Property Value
1999-2000

Entity	Business	Residential	Land	Oil and Gas	Other
State	40.6%	48.7%	7.3%	2.8%	0.6%
Crystal City	**33.6%**	**32.7%**	**27.6%**	**4.8%**	**1.2%**
Region 20	32.7%	58.8%	7.5%	0.3%	0.7%
Carrizo Springs	30.7%	24.5%	34.8%	7.3%	2.7%
Pearsall	30.3%	31.1%	33.6%	2.6%	2.4%
Devine	25.3%	40.9%	29.2%	1.6%	3.1%
Cotulla	23.4%	18.9%	36.2%	19.0%	2.5%

Source: TEA, AEIS 1999-2000.
Note: Totals may not add due to rounding.

In 2000-01, Texas school districts budgeted an average of 48.5 percent of their funds from the local property tax and 43.6 percent in revenue from the state. In CCISD, those percentages are 11.4 and 78.4 percent, respectively. The averages for the region are 36.9 and 54.2 percent, respectively (**Exhibit 4-3**). Compared to the region, state and peer districts, CCISD is deriving much less revenue from the local property tax and is getting a much larger percentage of its revenue from the state.

Exhibit 4-3
CCISD, Region 20, State and Peer District
Sources of Budgeted Revenue as a Percentage of Total Budgeted

**Revenue
2000-01**

Entity	Local Property Tax	Other Local And Intermediate	State	Federal
Crystal City	**11.4%**	**1.5%**	**78.4%**	**8.7%**
Carrizo Springs	18.2%	2.6%	72.1%	7.1%
Cotulla	22.8%	3.3%	70.0%	3.9%
Pearsall	22.2%	2.9%	69.6%	5.3%
Devine	22.5%	4.0%	70.5%	3.0%
Region 20	36.9%	3.9%	54.2%	5.0%
State	48.5%	4.6%	43.6%	3.4%

Source: TEA, PEIMS 2000-01. Includes general, debt service, and food service funds.

Over the past five years, local property tax revenue as a source of funds for CCISD has decreased from 18.2 to 11.4 percent of total revenues. At the same time, state revenue has increased from 72.5 to 78.4 percent of total revenues (**Exhibit 4-4**). Federal funds have increased from 7.4 to 8.7 percent of total revenues.

**Exhibit 4-4
CCISD Sources of Revenue as a Percentage of Total Revenue
1996-97 Through 2000-01**

Source of Revenue	1996-97	1997-98	1998-99	1999-2000	2000-01
Local property tax	18.2%	14.9%	14.6%	11.2%	11.4%
Other local and intermediate	1.9%	1.7%	2.1%	1.3%	1.5%
State	72.5%	76.7%	76.9%	82.0%	78.4%
Federal	7.4%	6.7%	6.4%	5.5%	8.7%
Total	**100%**	**100%**	**100%**	**100%**	**100%**

Source: TEA, AEIS 1996-97 through 1999-2000 and PEIMS 2000-01. Includes general, debt service and food service funds.

CCISD's total property tax rate has not changed over the last five years, while the total students have increased by 2 percent. Local property values and values per student have increased by 6.6 percent and 4.4 percent, respectively, for this same period (**Exhibit 4-5**).

Exhibit 4-5
CCISD Tax Rates, Assessed Property Values
and Per Student Property Values and Debt Service Costs
1996-97 Through 2000-01

Category	1996-97	1997-98	1998-99	1999-2000	2000-01	Percent Change
Maintenance and operations tax rate	$1.45	$1.36	$1.41	$1.48	$1.48	2.1%
Interest and sinking fund tax rate	$0.15	$0.14	$0.18	$0.11	$0.11	(26.7%)
Total tax rate	$1.59	$1.50	$1.59	$1.59	$1.59	0%
Total property value	$105,126,610	$108,124,383	$101,564,071	$99,858,553	$112,023,286	6.6%
Total Students	1,974	2,056	2,082	2,097	2,014	2.0%
Value per student	$53,256	$52,590	$48,782	$47,620	$55,622	4.4%

Source: TEA, AEIS 1996-97 through 1999-2000 and PEIMS 2000-01.

For 2000-01, CCISD had a $55,622 property value per student, while having the highest tax rate among all peer districts (**Exhibit 4-6**). CCISD's property value per student is the lowest among all peer districts

Exhibit 4-6
CCISD Tax Rate and Property Value per Student
Compared to Peer Districts
2000-01

Entity	Tax Rate	Value per Student

Crystal City	1.590	$55,622
Pearsall	1.440	$91,090
Devine	1.424	$86,526
Carrizo Springs	1.500	$89,074
Cotulla	1.565	$109,821

Source: TEA, PEIMS 2000-01.

Exhibit 4-7 shows how CCISD budgeted funds were distributed in 2000-01 compared to the state averages. CCISD spent a higher percentage of its total funds in the categories of student support services, food services, co-curricular activities, central administration and plant maintenance and operations

Exhibit 4-7
CCISD and State Budgeted Expenditures by Function
as a Percentage of Total Expenditures
2000-01

Function	Crystal City		State	
	Amount	Percentage	Amount	Percent
Instruction	$6,731,579	50.2%	$13,871,475,883	51.3%
Instructional related services	$316,287	2.4%	$711,993,126	2.6%
Instructional leadership	$175,792	1.3%	$327,217,968	1.2%
School leadership	$536,108	4.0%	$1,413,048,962	5.2%
Support services - student	$751,921	5.6%	$1,080,558,025	4.0%
Student transportation	$202,302	1.5%	$676,770,906	2.5%
Food services	$912,169	6.8%	$1,315,831,789	4.9%
Cocurricular/extracurricular activities	$462,331	3.4%	$601,620,200	2.2%
Central administration	$978,593	7.3%	$946,026,510	3.5%
Plant maintenance and operations	$1,554,117	11.6%	$2,598,036,618	9.6%
Security and monitoring services	$0	0.0%	$153,117,054	0.6%

Data processing services	$48,000	0.4%	$298,526,325	1.1%
Other*	$743,904	5.5%	$3,061,791,569	11.3%
Total Budgeted expenditures	**$13,413,103**	**100.0%**	**$27,056,013,935**	**100.0%**

*Source: TEA, PEIMS 2000-01. *Includes an operating expenditures not listed above and all non-operational such as debt service, capital outlay, and community and parental involvement services.*

On a per student basis over the past four years, expenditures have increased by 31.8 percent (**Exhibit 4-8**). Instruction and instructional leadership spending has increased by 28.6 percent or $728 per student. Central administration spending has increased by 68.2 percent or by $197 per student. Other operating costs have increased by 33.4 percent or by $510 per student.

Exhibit 4-8
CCISD Operations Expenditures Per Student
1996-97 through 2000-01

Expenditure Category	1996-97	1997-98	1998-99	1999-2000	2000-01	Percent Change
Instruction and instructional leadership	$2,721	$2,861	$3,066	$3,374	$3,499	28.6%
School leadership	$233	$246	$282	$242	$266	14.2%
Central administration	$289	$304	$342	$386	$486	68.2%
Other operating	$1,529	$1,871	$1,895	$2,062	$2,039	33.4%
Total operations	$4,772	$5,282	$5,585	$6,064	$6,291	31.8%

Source: TEA, AEIS 1996-97 Through 1999-2000 and PEIMS 2000-01.

The Finance Office manager is responsible for the district's asset and risk management operations. This duty includes cash management and investing activities, maintaining fixed assets records and managing long-term debt. The Finance Office manager and the Finance Department are responsible for administering the district's employee benefit programs and the workers' compensation program.

The district's investment policy is designed to ensure the safety of idle funds; the availability of operating funds, capital and debt service funds when needed; and a competitive return on investments. Emphasis should be placed on the safety of principal and liquidity and must address investment diversification, yield, maturity and the quality and capability of investment management. The policy allows three investment types, with restrictions, summarized as follows:

- Obligations of the U. S. Treasury, certain U.S. agencies, and the State of Texas as permitted by Government Code 2256.009;
- Certificates of deposit; and
- Public funds investment pools.

The district's investment portfolio as of October 31, 2000 includes certificates of deposit and deposits in a government investment pool, Lone Star Investment Pool.

The State of Texas uses county appraisal districts to determine the appraised and taxable values of properties within each taxing jurisdiction. The Zavala Central Appraisal District (ZCAD) performs these services for the district. The district also contracts with ZCAD to collect its property taxes. Daily tax collections are deposited directly into the Lone Star Investment Pool.

The Finance Office manager is responsible for processing bonds and other debt instruments and managing debt service. The district issued $2.7 million in bonds most recently in September 2000 for the construction of new school facilities.

Exhibit 4-9 presents the district's outstanding debt as of December 2000 bond issue.

Exhibit 4-9
CCISD Schedule of Bonds Outstanding
December 2000

Description	Original Issue	Interest Rates	Outstanding Principal
Unlimited tax school building bonds - Series 1998	$7,990,000	4.0%-5.0%	$7,870,000
Unlimited tax school building bonds - Series 2000	$2,700,000	5.0%	$2,700,000
Totals	**$10,690,000**	**N/A**	**$10,570,000**

Source: CCISD annual audited financial statements and Series 2000 official statement.

Chapter 4
FINANCIAL MANAGEMENT

A. FINANCIAL MANAGEMENT PRACTICES

The Finance Office manager has been with the district for 24 years and has developed financial management procedures designed to ensure accurate financial reporting and asset safeguards. Because the district is small, the superintendent spends a good deal of time working with the Finance Office manager managing the district's finances.

FINDING

The Zavala County Education District (ZCED) successor-in-interest administered by Crystal City ISD has not been settled among participating districts to achieve administrative cost savings. The ZCED was established for two years in 1991. It was just one of the county education districts (CEDs) created by the Texas Legislature to equalize funding to Texas public schools. CCISD is a participating member of ZCED. For two years, CEDs assessed and levied property taxes for the benefit of all schools within counties. The courts eventually deemed CED's unconstitutional. The court rulings ultimately abolished CEDs and established "successors-in-interest" for these entities to collect any remaining delinquent property taxes owed to participating school districts.

For ZCED, the successor-in-interest is Crystal City ISD. CCISD maintains the successor-in-interest in an agency fund of CCISD. Under guidelines established by the Texas Education Agency's (TEA) *Financial Accountability System Resource Guide* (FASRG), final settlements between participating schools can be made, reducing future time and effort in administering these entities' activities.

Information on handling the settlement of these entities among participating districts is available through TEA and organizations such as the Texas Association of School Boards and the Texas Association of School Administrators. In addition, accounting and reporting guidance for these settlements are included in TEA's FASRG.

Appendix 7 of the TEA's FASRG provides an illustration for the settlement of successors-in-interest to CED's. When the state dissolved ZCED, CCISD became successor-in-interest. CCISD has been collecting and distributing taxes to all former participants of ZCED. In order to settle the successor-in-interest to ZCED, all former members of ZCED must vote to dissolve the successor-in-interest relationship. Participating school

districts then agree to buy back their delinquent taxes for the two years of ZCED's existence on a sliding scale based on the probability of collection.

The latest successor-in-interest financial report available for August 31, 1999 showed that net taxes still receivable totaled $74,793. Once all former members of ZCED vote to dissolve the successor-in-interest relationship, CCISD could obtain a final settlement.

Recommendation 14:

Settle the successor-in-interest for the Zavala County Education District among participating districts to reduce administrative time and effort in accounting for this activity.

Although the result of implementing this recommendation will not result in eliminating an administrative personnel position, the district will reduce ongoing administrative activities concerning the CED. Implementing this recommendation could affect the need for an additional administrative personnel position in the future.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Finance Office manager negotiates a settlement for the successor-in-interest for the Zavala County Education District with participating districts in accordance with acceptable methods.	July 2001
2.	The superintendent submits the recommended settlement to trustees for final approval.	August 2001

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 4
FINANCIAL MANAGEMENT

B. FINANCIAL REPORTING AND BUDGETING

Texas school districts must comply with financial reporting guidelines in TEA's FASRG. The guide includes the accounting and financial reporting requirements of recognized, generally accepted accounting principles, federally mandated auditing and financial reporting requirements and specific TEA accounting and financial reporting requirements. A district's annual audited financial statements must include all necessary financial information and related disclosures as prescribed by the FASRG.

The link between planning and budget preparation makes school district budgets unique. Budgets in the public arena are often considered the ultimate policy document since they are the financial plan a school district uses to achieve its goals and objectives reflecting:

- Public choices about what goods and services the district will and will not produce;
- School districts' priorities among the wide range of activities in which they are involved;
- The relative weight given to the influence of various participants in the budget development process; and
- The methods a school district uses to acquire and use its resources.

The budget itself, then, becomes a political document representing school district administrators' accountability to citizens.

The state, TEA and local districts formulate legal requirements for school district budgets. State and federal grants also impose additional legal requirements; however, this performance review does not address those requirements.

The responsibility for preparing the district's budget guidelines and the budget calendar lies primarily with district administrators and the superintendent. Because these guidelines and the calendar create a framework for the entire budget development process, their careful design is critical to an efficient and effective process.

The budget calendar lists critical dates for the preparation, submission and review of campus budgets and is prepared at the district level during the budget planning process. A variety of simple techniques can be used to build the district calendar. The simplest is to modify the previous year's calendar. Timing problems from the previous year's process should be

reviewed and appropriate changes made in the current calendar. The budget calendar should be reviewed to ensure it is appropriate for the current year's budget. **Exhibit 4-10** shows the district's 2000-01 budget calendar.

Exhibit 4-10
CCISD Budget Calendar
2000-01

Date	Action
February 15, 2001	Budget worksheets for budget 2001-2002 will be provided to principals, directors and supervisors by the Finance Office.
March 9, 2001	Principals, directors and supervisors will need to have met with their respective program director/s to discuss projected program budget as per campus or department.
March 21, 2001	Final review by program directors of principals, directors and supervisors respective budgets prior to submission to Finance Office.
April 12, 2001	Program directors deliver to finance office all budgets along with funding sources (application) per budget.
May 17, 2001	Superintendent, finance and program directors will meet with principals, directors and supervisors to discuss budgets submitted (near final).

Source: CCISD Budget Calendar 2000-01 from Finance Office manager.

If the budget development process has been altered substantially from the previous year's process, the development of an entirely new budget calendar may be necessary. The following three steps may be used to prepare a new budget calendar:

- Determine the level of detail needed. A district may have several budget calendars with varied levels of detail. Administrators may present a general calendar to the school board while campus personnel may use detailed calendar at the campus level. If several calendars are used, they are summarized in a district master calendar to ensure that all activities and dates are consistent and compatible;
- Identify all activities that must be included in the calendar, and arrange them in chronological order; and
- Assign completion dates to each activity on the calendar. Completion dates are assigned working backward through the activities from August 20, the legally mandated date for

presentation of the preliminary school district budget to the school board. Dates are also assigned to ensure sufficient time is allowed for completion of each activity on the calendar. Some school districts may assign only completion dates for each activity and allow budget participants to determine when an activity begins. Other school districts assign suggested or mandatory start dates for activities to ensure their timely completion.

FINDING

The district provides budget information to the public on a monthly basis, and budget reports are included in the monthly board meeting packets. The budget information in the board packets includes summary information on variances from budgeted amounts. Finance Office personnel routinely answer detailed questions at the monthly board meeting.

The district's EDP financial system provides budget information and the Finance Office manager uses the information to prepare reports using an electronic spreadsheet program. CCISD maintains the financial accounting structure of the system in accordance with the TEA's *FASRG*. The system includes the necessary coding to identify revenue sources and expenditures by functional area, expenditure type, program area and campus or facility. The line items for revenues and expenditures include budgeted data and other financial information. The district was able to generate detailed

reports containing budgeted and actual data requested during TSPR's review.

CCISD's monthly board report includes information on the budget amount, the actual financial results and variances from budget at a selected level of detail (**Exhibit 4-11**). Written or oral explanations of large budget variances supplement the monthly board report.

Exhibit 4-11
Summarized Format of a Standard Monthly Budget Comparison Report

Description	Budget Amount	Actual Amount	Variance
Fund:			
Revenue:			
Categories	$	$	$
Total Revenues	$	$	$

Expenditures:	$	$	$
Function:	$	$	$
Expenditure type:	$	$	$
Program area:	$	$	$
Campus or facility:	$	$	$
Total Expenditures	$	$	$

Source: Summary format noted in CCISD monthly board packet.

COMMENDATION

CCISD prepares and provides informative budget analyses monthly for the board and the public.

FINDING

In June 1999, the Governmental Accounting Standards Board (GASB) issued a comprehensive governmental accounting rule. GASB Statement of Financial Accounting Standards No. 34 will significantly change the way Texas school districts and other state and local governments report their finances to the public. The TEA requires implementation of the new standard in the 2001-2002 year. The GASB is the private sector organization formed in 1984 that sets financial accounting and reporting standards for state and local governments. Its seven members are drawn from the board's diverse constituency, including preparers and auditors of state and local government financial statements, users of those statements and members of the academic community.

Under the new rule, anyone with an interest in school finance-citizens, the media, bond raters, creditors, legislators and others-will have more and easier-to-understand information about the school in question. For the first time, school financial reports will have information about the full cost of providing services to students and the public. An additional feature of financial reports presented under the new standard is management's narrative analysis of the school's financial performance. The new financial reporting requirements will give citizens a clearer picture of what a school district is doing with the taxes it collects. Information will include whether current revenues are paying for current services, or if the services are the responsibility of the next generation of taxpayers. Other significant features of the new standard include calculating and recording depreciation for school facilities and equipment and disclosing the extent of net costs for all school programs that tax revenues and basic state revenues actually fund.

Reports prepared under the new standard will help to determine whether the school district's financial health is improving or deteriorating. The reports will provide vital information to a company planning to relocate to a particular county or region of the state. Reports prepared under the new standard will help trustees better understand the long- and short-term implications of policy decisions. Investors will better understand the financial health of school districts participating in the financial markets. The new standard will help taxpayers better assess the fiscal soundness of district management's actions.

CCISD has started to develop implementation strategies for GASB 34. The staff has attended training classes. The district, however, also must modify its fixed asset capitalization policy and implement other financial record keeping changes.

Recommendation 15:

Continue the development of a complete implementation strategy for GASB Statement No. 34.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Finance Office manager attends additional training classes related to GASB 34 and schedules additional training classes for Finance Office staff.	August 2001
2.	The Finance Office manager develops a complete plan with EDP representatives for implementing the new financial reporting standard.	September 2001
3.	The Finance Office manager develops information for presentation to the board concerning the new standard and explains significant implementation issues.	October 2001
4.	The Finance Office manager implements necessary procedures to satisfy new reporting and data maintenance requirements for satisfying the new standard.	November 2001

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 4
FINANCIAL MANAGEMENT

C. PURCHASING

In CCISD, purchasing is the responsibility of the Finance Office manager. In addition, the Finance Office manager is responsible for construction, Public Education Information Management Systems (PEIMS), pest control, asbestos removal and food services.

Whenever a CCISD employee wishes to purchase an item, the employee submits a written request to their principal or department head. If approved, a paraprofessional enters the request on the automated purchase order system provided by EDP Enterprises, Inc. The EDP software automatically determines if sufficient funds are available to issue a purchase order.

Each day, the Finance Office staff prints out all new purchase requisitions, and the Finance Office manager reviews each of them to see if a bid or formal quote is required, and he makes sure appropriate budget codes are used. The Finance Office manager forwards any requisitions needing additional approval to the appropriate department heads. Some of these include requisitions involving federal funds, technology and maintenance or construction requisitions. Once the requisitions are approved by the departments, the Finance Office manager prints out the purchase orders, signs them and sends them to the designated vendors. For major or potentially controversial purchases, the Finance Office manager may have the department head initial the purchase order as well.

Competitive procurement methods, as outlined by the Texas Education Code (TEC), must be used for all school district purchases valued at $25,000 or more in the aggregate for each 12-month period, except for contracts for the purchase of vehicle fuel and produce. For purchases valued between $10,000 and $25,000 in the aggregate over a 12-month period, the school district is required to obtain written or telephone price quotes from at least three suppliers. State laws prohibit the use of competitive bidding for certain types of professional services, including engineering, architectural, accounting and land surveying.

In 1995, the Legislature expanded school district purchasing options by adding three new methods of competitive procurement: design-build contracts, competitive sealed proposals and request for proposals for personal property and construction contracts. In 1997, the Legislature added two more methods: job-order contracts and contracts using construction managers. With these additions, school districts can select

among eight methods for competitively purchasing goods valued at $25,000 or more in the aggregate over a 12-month period (**Exhibit 4-12**)

Exhibit 4-12
Competitive Procurement Methods

Purchasing Methods	Method Description
Competitive bidding	Requires that bids be evaluated and awarded based solely upon bid specifications, terms and conditions contained in the request for bids, and according to the bid prices offered by suppliers and pertinent factors affecting contract performance. Forbids negotiation of prices of goods and services after proposal opening.
Competitive sealed proposals	Requires the same terms and conditions as competitive bidding, but allows changes in the nature of a proposal and prices after proposal opening.
Request for proposals	Generates competitive sealed proposals and involves several key elements, including newspaper advertisement, notice to proposers, standard terms and conditions, special terms and conditions, a scope-of-work statement, and acknowledgment form/response sheet, a felony conviction notice and a contract clause.
Catalog purchase	Provides an alternative to other procurement methods for the acquisition of computer equipment, software and services only.
Interlocal contract	Provides a mechanism for agreements with other local governments, the state or a state agency to perform governmental functions and services.
Design/build contract	Outlines a method of project delivery in which the school district contracts with a single entity to both design and construct a project.
Job order contracts	Provides for the use of a particular type of contract for jobs (manual labor work) for minor repairs and alterations.
Construction management contracts	Outlines the use of a contract to construct, rehabilitate, alter or repair facilities using a professional construction manager.

Source: Texas Education Agency.

FINDING

Of the 28 vendors tested for bid compliance, seven were found to be in violation of competitive bidding provisions of the TEC. Under Texas law, when a school district seeks to purchase personal property and the value of the items is at least $10,000 but less than $25,000, in the aggregate for a particular category, for a 12-month period, the district must either submit the contract for purchase to competitive bids or obtain formal quotes from at least three vendors. Contracts for the purchase of personal property valued at $25,000 or more, in the aggregate, for each 12-month period, must be submitted to competitive bidding.

Exhibit 4-13 lists vendors whose annual purchasing volume was between $10,000 and $25,000 along with their bid verification. The purchasing volume of two sporting goods vendors, Gill Guthrie Sport ($11,666) and Athlete's World ($17,852), exceeded $10,000 each, and combined, the two vendors' business with the district totaled more than $25,000, so there should have been a formal bid for athletic equipment and supplies.

Purchases from HEB ($14,192), Microwarehouse ($16,192) and Wal-Mart ($21,768) exceeded $10,000 without formal quotes or bids. Purchases from Brook Mays Music Co. ($17,852) and Safeguard Pest Control ($12,757) exceeded $10,000, but the district only obtained informal quotes instead of the required formal quotes. While CCISD officials believe that vendors like Wal-Mart and HEB might not bid if asked to do so, the district is still required to comply with Texas bid laws. However, nothing in the law requires vendors to offer any discount from shelf pricing.

Exhibit 4-13
CCISD Purchase Orders Sampled for Quote/Bid Compliance
Dollar Volume Between $10,000 and $25,000
1999-2000

Vendor Name	Dollar Volume	Quote/Bid Verification
Allen Plumbing & Supply	$10,488	CCISD Bid - Building Supplies & Materials
Crystal Auto Supply	$12,182	CCISD Bid - Vehicle Parts & Supplies
Bill Guthrie Sports	**$11,666**	**No Formal Quotes or Bids - Athletic Equipment & Supplies**
Brook Mays Music Co.	**$17,852**	**Informal Quotes Only - Musical Instruments**
Athlete's World	**$13,620**	**No Formal Quotes or Bids - Athletic Equipment & Supplies**

Angie's Supply	$11,678	CCISD Bid - Janitorial Supplies
Hillyard, Inc.	$15,255	CCISD Bid - Janitorial Supplies
Follett Library Resources	$24,958	CCISD Bid - Instructional Supplies & Materials
HEB	**$14,192**	**No Formal Quotes or Bids - Groceries**
Microwarehouse	**$16,192**	**No Quotes or Bids - Computer Software & Supplies**
Pollock Paper Dist.	$10,028	CCISD Bid - Janitorial Supplies
Pico Petroleum Products	$19,578	CCISD Bid - Gasoline & Diesel Fuel
Lone Star Recreation	$11,501	Formal Quotes - Playground Equipment
Office Supply Express	$24,513	CCISD Bid - Instructional Supplies & Materials
Safeguard Pest Control	**$12,757**	**Informal Quotes - Pest Control**
System Design	$11,902	Sole Source - Food Service Software
School Specialty	$20,725	CCISD Bid - Instructional Supplies & Materials
Sysco Food Services	$22,232	CCISD Bid - Food Service Commodities
Unisource	$17,365	CCISD Bid - Janitorial Supplies
Wal-Mart	**$21,768**	**No Formal Bids or Quotes**

Source: CCISD financial reports.

Because most of purchases presented in **Exhibit 4-13** were multiple, lower-dollar purchases, spread out over a 12-month period, it is difficult to determine if the aggregate for like items or categories will exceed the $10,000 limit where written or telephone price quotes are required. Monitoring of aggregate purchases on an ongoing basis helps identify when bids or quotes are required to comply with purchasing regulations.

The CCISD Purchasing Department processes about 10 formal bids per year that provides most of the goods and services that have annual purchase volumes anticipated to exceed $25,000. These bids include buses, office supplies, instructional supplies and materials, insurance, food commodities, bakery items, milk, produce, building materials and supplies and janitorial supplies and materials. CCISD also uses two purchasing cooperatives to save the expense and time of developing formal bids in-

house, including the General Services Commission for copier leases and Qualified Information Services Vendor (QISV) for technology purchases.

Of the eight vendors tested whose annual purchasing volume exceeded $25,000, all were in compliance with state bid laws and board policies. **Exhibit 4-14** lists each of those vendors, their dollar volume and the bid verification.

Exhibit 4-14
CCISD Purchase Orders Sampled for Bid Compliance
Dollar Volume Greater Than $25,000
1999-2000

Vendor Name	Dollar Volume	Bid Verification
Dell Computer Corporation	$29,514	State Contract - QISV
Capital Bus Sales	$115,293	CCISD Bid - Buses
FMS Technologies	$300,575	State Contract - QISV - Cable Installation
Longhorn Bus Sales	$54,085	CCISD - Buses
International Computer Sales	$181,758	State Contract - QISV
Quill Corporation	$40,319	CCISD Bid - Instructional Supplies and Materials
Solansky Welding & Pump	$25,982	CCISD Bid - Building Supplies and Materials
Xerox Corporation	$90,166	State Contract - GSC - Copier Lease

Source: CCISD financial reports.

Recommendation 16:

Establish a procedure to identify materials and services that require competitive solicitations.

Identifying purchases requiring competitive solicitation is a collaborative effort. The Finance Office and the user departments must work together to identify such purchases, and the budget process is the place to start. Budgets for the year are substantially complete by July, and departments have a firm grasp of projected expenditures by that time. If any budget

category equals $10,000 or more, in aggregate, for like items or categories, the Finance Office must determine the appropriate acquisition method to use.

Copies of all formal quotes should be kept in the Purchasing office.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Finance Office manager meets with principals, department heads and coaches to review their budgets for the 2001-02 school year and determine if bids or quotes will be needed for any goods or services.	September 2001
2.	The Finance Office manager submits a list of all goods or services requiring bids to the superintendent for approval.	October 2001
3.	The Finance Office manager submits monthly reports to the superintendent indicating categories of goods or services that are approaching purchasing volumes that may necessitate competitive bids or quotes.	October 2001
4.	The Finance Office manager prepares bids for those goods and services.	October 2001
5.	The Finance Office manager recommends the award of the bids to the superintendent for board approval.	November 2001
6.	The board approves the bids.	December 2001 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

CCISD uses a number of alternatives for locally bidding goods and services. The most popular alternative is using cooperative bids from other governmental agencies. However, cooperative bids do not provide all goods and services needed in the school districts, and the district may have no other option but to acquire the goods and services locally.

Board-approved interlocal agreements, however, allow school districts to share each other's bids, saving each district time in developing bid specifications, the cost of advertising and the cost of postage and printing. For example, if Eagle Pass ISD bids exterminating services, and if an interlocal agreement existed between school districts, CCISD could use

that bid as well, provided the vendor was willing to extend the pricing to CCISD.

Recommendation 17:

Establish an interlocal agreement with other school districts to make purchases using each other's bids.

Language would need to be included in each district's bid specifications to notify vendors of the interlocal agreements and the possibility of other districts participating.

Participation in interlocal purchasing agreements eliminates the need to develop formal bids for the items and will save employee time, advertising costs, postage and printing costs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent meets with other superintendents to see if they would be interested in participating in an interlocal agreement, which would allow the districts to purchase off each other's bids.	September 2001
2.	The superintendent has the school attorney draw up an interlocal agreement.	October 2001
3.	The board approves the interlocal agreement.	November 2001

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 4
FINANCIAL MANAGEMENT

D. RISK MANAGEMENT

CCISD provides health insurance benefits through a partially self-funded insurance plan administered through Group & Pension Administrators, Inc. (GPA), a firm specializing in managing benefit plans. GPA serves as the third-party administrator of the plan. A self-funded plan is one in which the district elects to retain risks associated with health insurance claims of the district's employees, rather than receiving this coverage from an independent insurance company. In choosing a self-funded health insurance plan, the district creates its own "insurance operation" by charging premiums expected to cover costs of the plan to other operating funds and district employees. The basic characteristics of the self-funded plan are similar to that of outside providers. By electing the self-funded option, the district can have more control over plan provisions, external health service providers and administrative costs charged to plan operations. CCISD purchases aggregate and individual stop loss insurance coverages to prevent bad experience claims from having a catastrophic effect on the plan's ongoing operations.

The self-funded plan has certain providers that are included within its preferred provider organization (PPO) for which an employee receives a higher percentage reimbursement of claims. A PPO plan pre-approves health service providers for plan participants and thus reduces costs in the plan's handling of claims. Private Healthcare Systems (PHCS) is the PPO network that CCISD employees use under the plan. The plan premiums have increased by 35.3 percent since fiscal 1999.

The 2001 Texas Legislature recently passed statewide health plan for school employees throughout the state. Many districts, such as CCISD, welcome the opportunity to participate in this type of plan and receive badly needed assistance in this area.

CCISD's program includes group health/accident, dental, life/disability, legal liability and workers' compensation insurance for all eligible staff members. Full-time employees are eligible for the plan. The Finance Office manager, the district's insurance consultant and the third party administrator review the plans annually for type and amount of claims paid, costs and actuarial reliability.

CCISD's self-funded plan has a lifetime maximum of $1 million and a $500 and $750 deductible per year per individual for PPO and non-PPO services, respectively. The maximum deductible to a family in any year is

$1,500 and $2,250 for PPO and non-PPO services, respectively. The annual maximum out-of-pocket expense to a family is $3,000 plus deductible and $12,000 plus deductible to a PPO member and non-PPO member, respectively.

Exhibit 4-15 provides a summary of the key plan provisions as revised on October 1, 2000.

Exhibit 4-15
Summary of CCISD Medical Plan Benefits
2000-01

Basic Benefits	Employee reimbursement of PPO provided service	Employee reimbursement of Non-PPO provided service
Physician office visit, including same day lab/X-ray	$20 co-pay; 100%	50% after deductible
Hospital in-patient	70% after deductible	50% after deductible
Hospital in-patient co-pay	$200	$300
Hospital pre-certification	$0	$250 penalty if pre-certification requirements are not met
Hospital emergency room co-accidents/medical emergency	$50 co-pay; 70% no deductible	$50 co-pay;70% no deductible
Emergency room physician charges - accidents/medical emergency	70% after deductible	70% after deductible
Hospital emergency room - non-emergency	$50 co-pay; 70% no deductible	$50 co-pay; 50% no deductible
Emergency room physician charges - non-emergency	70% after deductible	50% after deductible
Surgery and in-patient visits	70% after deductible	50% after deductible
Maternity	70% after deductible	50% after deductible
Second surgical opinion	$20 co-pay; 100%	70% after deductible

Physical medicine (P.T., O.T., Chiro) Maximum benefit of $50 per visit/30 visits/yr.	70% after deductible	50% after deductible
Mental & nervous - in-patient	70% after deductible	50% after deductible
Mental & nervous - annual maximum	30 days	15 days
Mental & nervous - outpatient	$20 co-pay; 100%	70% after deductible
Mental & nervous - annual maximum outpatient visits	30	15
Serious mental illness - IP 45 days/yr OP 60 visits/yr	70% after deductible	50% after deductible
Substance abuse	Paid as any other illness	Paid as any other illness
Preventive and wellness - routine mammograms, checkups, routine lab, well child care and immunizations	$20 co-pay; 100%	70% after deductible
Prescription drug card (30 day supply)	$10 generic/$15 brand name	Co-pay; 80%
Mail order drugs (90 day supply)	$10 generic/$15 brand name	Does not apply

Source: CCISD benefit office records.

A second option is available as an alternate plan if an employee's spouse is covered by another plan, a hospital indemnity benefit, which pays $200 per day for up to 150 days per calendar year.

CCISD contributes $200 per full-time employee monthly to fund its plan. This contribution was unchanged from 1999-2000 and increased from $150 per month in 1998-99. **Exhibit 4-16** details employee contributions in 2000-01.

Exhibit 4-16
CCISD Full-Time Employee Monthly
Premium Contributions for Medical Coverage
2000-01

Coverage	Premiums

Employee only	$90.43
Employee + children	$249.50
Employee + spouse	$306.15
Employee + family	$427.94
Married employees + spouse	$106.15
Married employees + family	$227.94

Source: CCISD benefit office records.

CCISD's dental plan covers all employees enrolled in the district's health insurance plan. The dental plan has a family annual deductible of $150 for basic services and a calendar year maximum benefit of $750.

A summary of key provisions of the dental plan is included in **Exhibit 4-17**.

Exhibit 4-17
CCISD Dental Plan Benefits
2000-01

Benefit	Coverage
Diagnostic and preventive	80% - no deductible
Basic services	80%
Major services	50%

Source: CCISD benefit office records.

CCISD also offers and pays for basic life insurance of $10,000 for enrolled employees only. Any additional coverage is paid for by the employee.

Section 125 of the Internal Revenue Code provides a pre-tax benefit that allows employees to deduct premiums for health, dental, cancer, other life insurance and medical/dependent care reimbursement from their salary before federal income tax is calculated. CCISD makes this option available to all employees.

Long- and short-term disability programs are available for all eligible employees; however, the district does not pay any of the premiums for either program.

CCISD also carries legal liability insurance coverage for all employees, including substitutes and student teachers. This policy covers claims made against employees for errors, omissions and/or breach of duty in the performance of their jobs for CCISD.

Exhibit 4-18 shows the district's claims history for the self-funded medical plan since 1997. Total participation in the plan decreased slightly while medical claims and per participant costs fluctuated over the period. Per-participant costs increased by 59.43 percent since 1997.

Exhibit 4-18
CCISD Claims History
1997 - 2000

Calendar Year	Average Number of Participants	Total Medical Claims	Costs per Participant	Percent Change from 1997
2000*	252	$762,735	$3,027	59.43%
1999	272	$853,091	$3,136	65.21%
1998	277	$654,430	$2,363	24.45%
1997	267	$506,878	$1,898	

Source: CCISD Finance Office-Finance Office manager.
* - January through September.

Exhibit 4-19 compares CCISD's monthly medical premium costs to those of CCISD's peer districts. Most peer districts had a choice between a high and low option. The high option in some peer districts was for a PPO, while the low option was for an HMO. The comparison includes the high or PPO option since CCISD has only the PPO option. CCISD has the highest monthly district contribution for the group surveyed with its $200 monthly contribution toward the premium. CCISD compared favorably to its peer group for employee and family monthly premiums paid by employees.

Exhibit 4-19
CCISD and Peer Districts' Monthly Cost per Person for Medical Insurance
2000-01

			Cost to Employee

District	Amount of Premium Paid by the District	Employee Only	Employee and Children	Employee and Spouse	Employee and Family
Crystal City	**$200.00**	**$90.43**	**$249.50**	**$306.15**	**$427.94**
Cotulla	$199.67	$61.96	$297.42	$323.58	$637.55
Carrizo Springs	$189.75	$62.42	$281.47	$361.09	$580.13
Pearsall	$158.30	$34.48	N/A	N/A	$359.83
Devine	$110.00	$66.69	$358.99	$397.27	$553.87

Source: Telephone survey conducted by TSPR, December 2000.

CCISD provides unemployment insurance through the Texas Association of School Boards Risk Management Fund. This is a pooled risk program that provides for a maximum contribution based on an approved rate for the fiscal period. The total contribution for 2000-01 was $57,375 based on a rate of 1.5 percent applied to approximately $3.825 million in gross wages in 1999.

Property and casualty policies include liability for facilities, equipment and vehicles, personal injury, professional and general liability and loss of property. As illustrated in **Exhibit 7-20**, property and casualty insurance premiums cost the district $50,732 in 2001, a 55.6 percent increase from the previous year.

Exhibit 4-20
CCISD Property and Casualty Insurance Coverages and Premiums
1999-2000 - 2000-01

Type	Liability Limits	1998-2000 Premium	2000-01 Premium	Difference Inc./(Dec.)	Percent Change Inc./(Dec.)
Employee dishonesty bond	$25,000	$888	$658	($230)	(25.90%)
Public official bond	$1,000,000	$3,763	$4,489	$726	19.29%
Band and computer	$100,000/ $150,000	$613	$570	($43)	(7.01%)
Boiler and	$26,353,403	N/A	$2,896	$2,896	100.00%

machinery					
PTO - general liability	$1,000,000	$3,215	$3,282	$67	2.08%
Property	$19,808,403	$15,351	$27,916	$12,565	81.85%
Business auto - liability/specified perils/collision	$300,000	$8,765	$10,921	$2,156	24.60%
Total		**$32,595**	**$50,732**	**$18,137**	**55.64%**

Source: CCISD Finance Office-Finance Office manager.

FINDING

CCISD has an accident prevention program. The district's Employee Orientation Handbook for teachers and paraprofessionals outlines the basic provisions of the district's accident prevention policy. CCISD's policy is designed to take every reasonable precaution for the safety of the students, employees, visitors and all others having business with the district by promoting and developing an aggressive prevention and safety education program. **Exhibit 4-21** shows the basic provisions of the policy.

Exhibit 4-21
Cost Accident Prevention Summary Policy Provisions
2000-01

Summary Policy Provisions
Employee responsibilities
Employee safety orientation
Accident prevention training
Department inspections
Staff meetings
Facility rules
Discipline procedures
Accident reporting and action requirements
Insurance coverages
Accident inspection requirements

General safety rules

CCISD provides workers' compensation coverage through a self-funded program. The district administers all fund claims. CCISD charges an estimated premium to each functional area and purchases a guaranteed cost contract for all coverage. **Exhibit 4-22** shows amounts incurred for workers' compensation claims since 1995-96.

Exhibit 4-22
CCISD Workers' Compensation Payments by Staff Category
1995-96-1999-2000

Staff Category	1995-96	1996-97	1997-98	1998-99	1999-2000	Percent Change 1995-96 to 1999-2000
Professional	$39,402	$20,343	$61,809	$14,928	$2,753	(93.01%)
Food service	$2,942	$127	$447	$341	$105	(96.43%)
Custodial	$97,589	$82,362	$99,255	$134,550	$14,717	(84.92%)
Transportation	$24,801	$0	$0	$13,336	$0	N/A
Total	**$164,734**	**$102,832**	**$161,511**	**$163,155**	**$17,575**	**(89.33%)**

Exhibit 4-23 shows the number of workers' compensation claims for the past five fiscal years.

Exhibit 4-23
CCISD Workers' Compensation Claims by Staff Category
1995-96-1999-2000

Staff Category	1995-96	1996-97	1997-98	1998-99	1999-2000	Percent Change 1995-96 to 1999-2000
Professional	19	23	28	24	15	(26.67%)
Food service	3	9	6	12	9	66.67%
Custodial	9	14	20	17	7	(28.57%)

Transportation	1	0	0	1	2	50.00%
Total	**32**	**46**	**54**	**54**	**33**	**3.03%**

Source: CCISD Finance Office.

COMMENDATION

CCISD has taken steps to establish a well-planned accident prevention program, which has reduced the number of workers' compensation claims and payments.

Chapter 4
FINANCIAL MANAGEMENT

E. CASH AND INVESTMENTS

The district's Finance Office manager makes investment decisions based on the cash balances available. Once cash needs are determined, the Finance Office manager initiates any investment purchases or sales by telephone to Lone Star Investment Pool and communicates the transaction to the depository bank. The Finance Office manager makes a journal entry to record the transaction in the general ledger system. The Finance Office manager is also responsible for balancing monthly bank statements. Internal controls are present in that several employees in the Finance Office are involved in recording and handling cash and investment transactions. The board receives monthly reports with details of the cash and investment account, and the board reviews and approves all monthly financial reports.

The district is a type one payee for state funding purposes. According to Section 42.259 of the Texas Education Code, a type one payee is a school district having a wealth per student of less than one-half of the statewide average wealth per student. Type one payees receive their funding throughout the year (**Exhibit 4-24**) because these school districts do not have sufficient tax revenues for operating purposes.

Exhibit 4-24
State Revenue Payment Timing
For Type 1 Payee School Districts
2000-01

Fiscal Year On or Before Date	Percentage of Yearly Entitlement
September 25	15%
October 25	10%
November 25	10%
December 25	10%
January 25	10%
February 25	5%
March 25	10%
May 25	10%

June 25	10%
July 25	10%

Based on the funding method for state revenues, CCISD works diligently to invest any unused funds to maximize interest earnings.

CCISD uses Zavala County Bank as its depository. Texas school districts bid and issue depository contracts for a two-year period; however, changes in the law allows a district to renew its depository contract for one additional two-year term if the district considers the service satisfactory. The district's current contract extends until August 31, 2001. Zavala County Bank maintains all bank accounts for the district, including operations, accounts payable, payroll disbursements and various other accounts. All checking accounts are interest bearing, earning a fixed rate of 5.41 percent. As required by state law, the depository agreement also provides for the pledge of acceptable securities to protect district funds on deposit at the bank at any given time.

FINDING

CCISD's cash and investment policies and depository agreements enables the district to invest excess funds in higher yielding investment pools to maximize earnings on these funds while protecting principal balances of amounts invested. CCISD places all idle funds either in depository bank certificates of deposit or in an investment pool appropriate for government funds.

As of October 31, 2000, the district had $1,124,829 in checking accounts earning 5.41 percent and $450,000 in depository bank certificates of deposit earning 6.4 to 6.5 percent. The district also uses the Lone Star Investment Pool to receive higher yields. October 31, 2000 balances in these accounts totaled $6,967,556 earning 6.57 percent.

CCISD's had $8,542,386 in cash and investment balances at October 31, 2000 (**Exhibit 4-25**).

Exhibit 4-25
CCISD Schedule of Cash and Investments by Account
As of October 31, 2000

Account	Balance	Percent of Total Cash

Name		and Investments
Zavala County Education District	$2,523	0.03%
Clearing account	$595,654	6.97%
Payroll account	$252,219	2.95%
Fringe benefits	$139,880	1.64%
Employee health insurance	$58,017	0.68%
Debt service fund	$18,459	0.22%
Activity fund	$58,078	0.68%
Certificates of deposit	$450,000	5.27%
Lone Star Investment Pool	$6,967,556	81.56%
Total	**$8,542,386**	**100%**

Source: Finance Office records.

COMMENDATION:

CCISD has invests approximately 82 percent of its idle funds in higher yielding investments to maximize interest earnings.

Chapter 5
COMPUTERS AND TECHNOLOGY

This chapter examines the computers and technology services provided by the Crystal City Independent School District (CCISD) in the following sections.

A. Organizational Structure
B. Technology Planning and Funding
C. Instructional Technology and Training
D. Infrastructure
E. Technical Support

BACKGROUND

In 1995, the Office of Technology Assessment (OTA) presented a report to the Congress of the United States stating that technology is a fact of American life. Texas was recognized in the report for its comprehensive and visionary *Long-Range Plan for Technology, 1988-2000*. This long-range plan provided a framework to guide the state, regional education service centers and school districts in meeting educational needs through the use of technology.

A technology-rich educational environment requires hardware, software, training and administrative support. Balance among these areas, in both time and money, is crucial. Often, schools invest a majority of time and money in hardware, leaving limited funds for software or educator training. The Texas Education Agency (TEA) recommended districts allocate one-third of their technology budgets for hardware, one-third for software, and one-third for training.

Hardware is a major investment for school districts. One emerging trend is for schools to lease hardware at a fixed rate per year to alleviate the financial burden of upgrading every few years. Many school districts have also passed bond elections to pay for an initial investment in information technology. Hardware/software standards are an important aspect to consider when purchasing computers, but it should be recognized that one platform might not be the best for all users. Teachers, first graders and high school science students have diverse needs.

Four types of software are suggested for classroom-centered information technology needs:

- teacher productivity software: (word processor, spreadsheet/grade book, database, presentation systems, etc.);

- student tool software: (word processing, graphics, telecommunications, desktop publishing, multimedia, presentation systems, etc.);
- programming software: (Logo, BASIC and other programming languages); and
- tutor software: (drill and practice, tutorial and/or simulations).

The need for educator training in the use of hardware/software is frequently overlooked or allocated insufficient funding and training time. It is possible for students and teachers to learn applications on their own through exploratory learning sessions. Many beginners, however, need some guidance during the learning process. Teachers can learn a new system by dedicating time to hands-on laboratory instruction for the initial training, followed by training support via E-mail and teleconferencing consultations. Finding the time to learn new applications is often the most difficult part for busy teachers.

The Long-Range Plan for Technology, 1996-2010 and Chapter 32 of the Texas Education Code call for standards to ensure all high school graduates are computer literate by the year 2000. The Technology Applications Texas Essential Knowledge and Skills (TEKS) include those standards. This is the first time in Texas history that comprehensive K-12 knowledge and skills are specified for the use of computers and other related technologies. The Technology Applications TEKS focus on creating, accessing, manipulating, using, communicating and publishing information during the learning process. The goal of the Technology Applications TEKS is for students to gain knowledge and skills and apply them in all curriculum areas at all grade levels.

The level of an administrator's enthusiasm about information technology is a contributing factor in whether technology is successfully used in a school. Because of their leadership role administrators', attitudes toward technology and behavior influence other personnel. Administrators also are responsible for planning and delivering opportunities for professional development that include training in the use of technology.

Network infrastructure is the underlying system of cabling, phone lines, hubs, switches, routers and other devices, which connect the various parts of an organization through a Wide Area Network (WAN). If a solid infrastructure is in place, most users can access people and information throughout their organization and beyond, greatly facilitating their ability to perform their jobs.

Typically, a WAN allows users to communicate with personnel within the organization through tools such as electronic mail systems. It also provides a bridge to the Internet that allows anyone connected to the WAN

to access information and people outside the organization. WANs are usually "closed," which means they include security measures to prevent unauthorized users from outside the organization from accessing information or people inside the organization.

Chapter 5
COMPUTERS AND TECHNOLOGY

A. ORGANIZATIONAL STRUCTURE

To achieve its technology-related goals, a school district must have an organizational structure that creates an environment for using and supporting new technologies.

A well-managed administrative technology and information services department is guided by a clearly defined plan based on appropriate goals and organization, clear assignments of responsibility for each application, well-defined development procedures for new applications and a customer-service orientation that continually seeks to meet and anticipate user needs.

An instructional technology support department must be familiar with school operations and the technologies used for instruction; technology-oriented instructional material; the networks used for instructional purposes; and technology-related training, particularly training that seeks to integrate new technologies into the curriculum. Establishing a positive working relationship with the Curriculum and Instruction Department will ensure all technology initiatives support the learning process.

The district has a site-based decision-making committee (SBDM) at each campus that consists of 5-12 members. The committee includes teaching professionals, non-teaching professionals, campus staff, parents and community and business representatives.

The district also has a Technology Advisory Committee made up of the Technology coordinator, Curriculum and Instruction director, assistant superintendent, district business manager, high school librarian, city municipal librarian, computer teachers, health representative, Education Service Center (ESC) Region 20 consultant, students, community college representative from Southwest Texas Junior College and community and business representatives.

CCISD has two campus wide area networks (WAN) and six local area networks (LAN). The Crystal City High School (CCHS) is the main distribution center for the district's network and Internet access.

The business manager is responsible for Public Education Information Management Systems (PEIMS) data, problem troubleshooting and the district's financial software reporting provided by the Regional Service Center Computer Cooperative (RSCCC) Region 20. The Technology

coordinator is responsible for managing the network infrastructure (WANs and LANs) and the maintaining computers hardware and software.

The Technology coordinator's primary responsibility is training teachers to integrate technology into the school curriculum. Other responsibilities include identifying available resources, including grant opportunities; training and working with teachers on how to integrate technology into their curriculum; assisting with technology purchases and decisions; encouraging teachers to explore potential uses of technology; maintaining the district's Web site; ensuring computers are backed up and protected from viruses; and serving as a technology information resource for teachers and staff. Two part-time PC coordinators (a computer lab aide and one teacher per campus) support the instructional technology area by training teachers to integrate technology into the school curriculum.

Exhibit 5-1
CCISD Technology Department Organization Chart
2000-01

```
┌─────────────────────────────────────────────────────┐
│   Assistant Superintendent and Technology Director   │
└─────────────────────────┬───────────────────────────┘
                          │
                ┌─────────┴──────────┐
                │ Technology Coordinator │
                └────────────────────┘
```
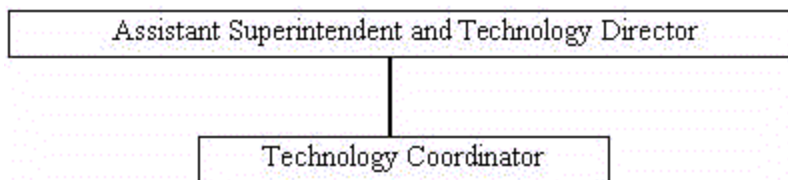
Source: CCISD Technology coordinator.

The district funds information technology purchases with general districts funds, e-rate discounts and other technology grants. **Exhibit 5-2** describes theCCISD technology expenditures since 1997-98.

Exhibit 5-2
CCISD Budgeted Technology Expenditures
1997-98 to 2000-01

Function	1997-98	1998-99	1999-2000	2000-01
Administrative and Instructional	$470,511	$550,656	$112,475	$261,247
Total	**$470,511**	**$550,656**	**$112,475**	**$261,247**

Source: Interview with CCISD Technology coordinator.

The federal E-rate programs funds telecommunications technology discounts to school districts for telecommunications and information technology hardware. Discounts are determined based on application and a

set group of criteria, such as how many economically disadvantaged students are served by the district. **Exhibit 5-3** describes the CCISD's application for E-rate IV funds and their intended uses.

Exhibit 5-3
CCISD Planned Application of E-Rate Discounts
2000-01

Campus	Internal Connections	CISCO 7750 Channel Server	Video Internal Connections	Telephone Line Services	Total
High School	$78,026	$41,995	$32,990	$11,055	$164,066
Alternative School	$17,465	$0	$0	$2,088	$19,553
Fly Jr. High School	$54,525	$0	$32,990	$5,894	$93,409
Benito Juarez Elementary	$38,089	$0	$32,990	$2,589	$73,668
Zavala Elementary	$32,644	$0	$32,990	$5,471	$71,105
Dr. T. Rivera Elementary	$10,055	$0	$32,990	$1,929	$44,974
District	$0	$0	$0	$19,466	$19,466
Totals	**$230,804**	**$41,995**	**$164,950**	**$48,492**	**$486,241**

Source: CCISD Technology coordinator.

Exhibit 5-4 describes the CCISD'S application for the state's Telecommunication Infrastructure Fund (TIF) board PS9 funds that are to be used to purchase computers.

Exhibit 5-4
CCISD Application for TIF PS9-Planned Application of Funding
2000-01

Campus	Computer Purchases	Total
High School	$50,000	$50,000
Zavala Elementary	$50,000	$50,000

Totals	**$100,000**	**$100,000**

Source: CCISD Technology coordinator.

Exhibit 5-5 describes the funded CCISD Texas Reading Grant that is used for reading material, software, computer equipment, and training.

Exhibit 5-5
CCISD Funded Texas Reading Grant
2000-01

Campus	Reading Material and Support Components	Total
Crystal City High School and Fly Junior High School	$90,000	$90,000

Source: CCISD Technology coordinator.

The budgeted technology expenditures for CCISD are based on receiving grant funds. Included in the anticipated funds are grants from TIE (Telecommunication Integration Education); Title 1 funds; and state bilingual grants. The district is currently preparing a revised Technology budget for a three-year period.

The district is expecting to receive an E-rate grant of $300,000 during 2000-01 for internal connection, network and IP video equipment. A TIF grant of $100,000 has been submitted. Most of these funds are to be used for purchasing computers.

All of the CCISD campuses do not have a sufficient number of computer workstations to meet the recommended student-to-computer ratio. The district has explored using laptop computers to provide greater student accessibility to computers.

FINDING

CCISD opened its Video Conferencing and Internet Laboratory at the High School campus on February 27, 1998. The facility was funded in 1997 and was implemented over a one-year period. A Telecommunications Infrastructure Fund (TIF) grant of $188,000 made it possible for the district to acquire the portable building facility and equipment. CCISD has a contract with Carrizo Springs ISD to provide criminal justice classes to Carrizo Springs High School students. A

consortium of 22 school districts established the contract fee for video conferencing services.

An important first step in expanding courses via the new laboratory was to contact colleges that had the video equipment and an interest in offering classes via video. The initial class offerings were influenced by the teachers who were willing and available to teach. CCISD currently offers criminal justice classes for Carrizo Springs ISD. English classes and Government classes are offered to CCISD students via video conferencing by Southwest Texas Junior College in Uvalde and classes that provide an introduction to health care subjects are provided via the Internet by St. Philip's College in
San Antonio.

The district experienced initial teacher reluctance to video classes. There was concern expressed over the lack of direct contact with the students. CCISD also had to convince the Telecommunications Infrastructure Fund the concept had value and would benefit the students.

CCISD is pleased with the results of its video class offerings and is planning to submit a TIF grant and E-rate discount application to upgrade and modernize equipment.

COMMENDATION

CCISD's innovative use of its Video Conferencing and Internet Laboratory has enabled the district to expand and improve educational programs for the local community and the district's staff and students.

FINDING

At the time of the on-site review, CCISD did not have an active technology group that participates in monitoring and adjusting the technology plan.

CCISD has revised its three-year (2001-2004) technology plan. The plan includes:

- Technology Goals and Objectives;
- Staff Development Plans;
- Action Plans for Technology;
- An Equipment, Materials and Software Appropriation;
- A Timeline for Implementing the Technology Plan; and
- The Technology Plan Evaluation Process.

The Technology Department determines the district's technology-related curriculum and instructional needs based on the recommendations of the SBDM and the campus-based computer support staff.

A technology plan needs on-going input from the teachers and administrators as well as students, parents and community members. The process of identifying the tasks, developing cost estimates and timeframes for each goal should be monitored and driven by an active Technology Committee if the goals of the plan are to be realized.

A Technology Committee that coordinates the goals, tasks and detailed steps makes it easier for people in the district and in the community to see that the district's goals are being accomplished.

Recommendation 18:

Create a Technology Committee of teachers, principals and directors to oversee the implementation of the Technology Plan.

The Technology Committee should:

- Share information with district staff on how technology is being used in CCISD.
- Share technology problems or issues with district staff that have arisen in CCISD.
- Research what other districts are doing with technology (site visits, inviting guests from other districts and searching the Internet).
- Discuss CCISD's technology needs, but focus on only one topic per meeting. (Topics might include hardware, software, infrastructure, staffing and integration of technology in the curriculum, training, equity, funding, community access and administrative uses).
- Develop goals and objectives for each topic.
- Determine the cost of each objective.
- Explore alternative funding methods.
- Review each goal for affordability, and revise as necessary.
- Develop a detailed implementation plan.
- Finalize the technology plan.
- Submit the plan to the superintendent and board.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent and Technology director and the Technology coordinator determine the composition of the Technology Committee.	October 2001

2.	The assistant superintendent and Technology director identifies personnel that could serve on the committee.	October 2001
3.	The assistant superintendent and Technology director contacts and enlists members for the Technology Committee.	November 2001
4.	The assistant superintendent and Technology director establishes and publishes the agenda and meeting schedule for the Technology Committee.	December 2001

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Due to the demands of the district's technology needs, the Technology coordinator install computers in a timely way. At the time of the review, the Benito Juarez Elementary School had 30 uninstalled computers in their 4th and 5th grade computer labs waiting on the Technology coordinator to set them up and make the labs operational. There is no one else in the district designated to provide installation assistance to the Technology coordinator.

Recommendation 19:

Develop job priorities for the Technology coordinator and designate and train campus personnel to assist the Technology coordinator with computer installations and maintenance.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent and Technology director and Technology coordinator compile a list of the primary technology job functions and establish service priorities.	October 2001
2.	The assistant superintendent and Technology director and Technology coordinator identify personnel that could serve as a back-up for each of the primary job functions and maintain certain areas of the district Web site.	October 2001
3.	The assistant superintendent and Technology director and Technology coordinator interviews each of the designated personnel about the responsibilities of the function.	November 2001
4.	The assistant superintendent and Technology coordinator recommends to the superintendent personnel for the technology	December 2001

	functions.	
5.	The Technology coordinator provides training for the back-up personnel.	January 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 5
COMPUTERS AND TECHNOLOGY

B. TECHNOLOGY PLANNING AND FUNDING

Adequate planning is critical to the success of any venture. Planning for new technologies is particularly important to education because of the factors listed below.

- *Equity*. Despite the best intentions, the level of technological resources available to each school in a district can vary unacceptably. Unfortunately, poorly-planned introductions of new technology can widen the gap between the "haves" and "have nots." Careful planning at the district level can ensure all schools receive adequate support.
- *Rapid Change*. The pace of technological change continues to accelerate. If planning the implementation of new technology does not cover an adequate span of time (three to five years), the district risks failing to take full advantage of this rapid change.
- *Funding*. Funding can be the greatest barrier to the effective use of technology in the classroom. Unless planning addresses how projects will be funded, limited funding can have a greater impact than it should.
- *Credibility*. The public is eager to see its tax dollars spent effectively. Thorough planning makes it possible to demonstrate that proposed strategies have been well thought out, acquisitions of technological resources have been carefully considered, and that every aspect of the implementation is cost-effective.

To implement information technology effectively in administrative offices or schools, a district must have:

- An extensive computer network connecting modern computers;
- Comprehensive administrative and instructional software and up-to-date operating systems;
- Effective, ongoing training; adequate technical support.
- A professional staff capable of implementing and administering a technology-rich environment; and
- A means to provide the community access to school information through technology.

FINDING

The current technology plan does not specify technology progress milestones and task responsibilities. The effectiveness of the technology plan is assessed on an informal basis.

Exhibit 5-6 describes the CCISD's technology goals and objectives.

Exhibit 5-6
CCISD Technology Goals and Objectives
1997 to 2002

Goals	Objectives
Goal 1 - CCISD students will have access to the technology resources available and learn the computer skills needed to improve their academic performance through a variety of ways that are appropriate to individual learning styles.	Objective 1 - CCISD students will achieve 90 percent mastery in reading, mathematics and writing at all levels tested by Texas Assessment of Academic Skills and improve their overall academic performance.
Goal 2 - CCISD school personnel will be trained and provided access to the Internet. Distance Learning and other technology will be made available in the district to improve their effectiveness and efficiency in promoting academic excellence.	Objective 2 - CCISD will retain qualified, highly, skilled and effective teachers, as well as other school personnel.
Goal 3 - CCISD will promote a teaching-learning climate embedded with high expectations and preparation for a modern technological society.	Objective 3A - CCISD will set high expectations for students' learning and challenge students to perform at their highest potential. Objective 3B - CCISD will have access to an enriched curriculum that incorporates all up-to-date technology skills so students can meet district's high expectations. Objective 3C - CCISD will maintain an average daily attendance of 94 percent. Objective 3D - CCISD will reduce student dropout rate to 2 percent or less.
Goal 4 - CCISD will purposefully involve and train parents in all aspects of their children's education, especially the technology skills and resources available.	Objective 4 - CCISD will ensure parents and the community at large are full partners in educating children in Crystal City.

Source: Interview with Technology coordinator.

Exhibit 5-7 describes the CCISD staff development goals.

Exhibit 5-7
CCISD Staff Development Goals
2000 to 2002

Goals
Input from evaluation forms will be completed after staff development training sessions for planning future technology-related staff development.
Where needed, basic technology training sessions will be offered to all district instructional, administrative and supportive personnel.
Where needed, intermediate and advanced technology training will be offered to appropriate individuals.
Training sessions on modern technology will be an ongoing process to keep up with technological changes.
Parent and community training sessions on modern technology will be implemented in the Crystal City Independent School District.

Source: Interview with Technology coordinator.

Exhibit 5-8 is an example of the CCISD Timelines for implementing the Technology plan.

Exhibit 5-8
CCISD Timelines for Implementing the Technology Plan
1997 - 2002

Year(s)	Proposed Strategies	Proposed Funding	Date of Completion
1997-2002	Provide software and computer applications as identified, recommended and requested by the principals and site-based committees.	Federal funds, SCE, Technology, local, TIF, and TIE	August 31, 2002
1997-2002	Increase technology hardware and software as needed and recommended by campus and site-based committees.	Federal funds, SCE, Technology, local, TIF, and TIE	August 31, 2002

Source: Interview with CCISD Technology coordinator.

Exhibit 5-9 describes the CCISD Technology plan evaluation process.

Exhibit 5-9
CCISD Technology Plan Evaluation Process
2000-01

Goals
Dr. Tomas Rivera/Zavala Elementary
Computer techno logy will be evaluated, using a checklist of skills to be mastered and developed by classroom teachers. The success of the technology program will also be measured by the number of students at the 3^{rd} grade mastering the TAAS (Texas Assessment of Academic Skills) and teacher-made tests. The ITBS (Iowa Test of Basic Skills) will be used to measure success for the 1^{st} and 2^{nd} grades and students passing other teacher made tests.
Benito Juárez Elementary
Computer technology will be evaluated, using a checklist of skills to be mastered and developed by classroom teachers. The success of the technology program will also be measured by the number of students at the 4^{th} and 5^{th} grade levels mastering TAAS and students passing other teacher-made tests. A survey of students and parents involved in computer instruction will be conducted to determine the success of the program and to determine ways to improve the program.
Fly Junior High
Computer technology will be evaluated, using a checklist of skills to be measured and developed by classroom teachers. The success of the technology program will also be measured by the number of students at the 6^{th}, 7^{th}, and 8th grade levels mastering TAAS and students passing other teacher-made tests. A survey of students and parents involved in computer instruction will be conducted to determine the success of the program and to determine ways to improve the program.
High School
Computer technology will be evaluated, using a checklist of skills to be measured and developed by classroom teachers. The success of the technology program will also be measured by the number of students taking the Exit Level test. Students mastering this test will demonstrate success of the program. The number of students passing the TAAS Release Test in the 9^{th} grade and other teacher-made tests for the 11^{th} and 12^{th} grades will be used. Another method of measuring the success of computer technology is the number of students passing the Dual Credit classes, teleconferencing classes, ACT and SAT. A survey of students and parents involved in computer instruction will be conducted to determine the success of the program and to determine ways to improve the program.

Libraries
Computer technology will be measured in the libraries by the number of students and parents using the technology. A survey conducted by the librarian on technology use will determine the success of the program.

Goals

Staff Development Training
• Evaluation forms will be distributed at all staff development training sessions. • The success of the staff development training and input on recommendations for program improvement will be measured by the evaluation forms. • A survey of teachers on staff development training sessions will be used to measure the success of the training sessions and improving staff development.

Technology Committee
• The Technology Committee will compile all evaluation data and produce an Evaluation Report on Technology, which will be presented to the Crystal City Independent School District Board of Trustees. • The committee will use the Evaluation Report to make recommendations for technology improvement.

Source: Interview with Technology coordinator.

With a revised technology plan that clearly outlines technology progress goals, the Technology Department can develop appropriate measurements that provide the district an understanding of how CCISD is meeting its technology plan goals.

Recommendation 20:

Review and revise the CCISD technology plan to include milestones and a delineation of responsibilities.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent and Technology director select representatives from each campus to review and revise the technology plan.	October 2001
2.	The assistant superintendent and Technology director and the	November

	Technology coordinator meet with the committee to define roles and responsibilities and any decision-making authority, subject to superintendent and board approval.	2001
3.	The superintendent approves the committee structure and the decision-making flow.	December 2001
4.	The committee begins meeting to revise the technology plan.	January 2002
5.	The committee presents a report to the superintendent	February 2002
6.	The committee presents a report to the board.	March 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 5
COMPUTERS AND TECHNOLOGY

C. INSTRUCTIONAL TECHNOLOGY AND TRAINING

The process of integrating technology into the instructional programs of the school district involves providing the necessary infrastructure and technology hardware, training the staff on the technology system, establishing a technology curriculum, training staff on the curriculum standards and monitoring the implementation of the curriculum.

Training is one of the most critical factors to ensuring technology is used effectively. Teachers must be comfortable with instructional technology and must know not only how to operate it, but also how to integrate it effectively into their teaching. Studies indicate that it may take three to five years for a teacher to acquire the appropriate level of expertise. Planning and support for technology-related training must take this into account.

Technology-related training must be ongoing. Teachers need continuous opportunities to expand their technological skills and to interact with other teachers so they can share new strategies and techniques. Access to electronic mail and the Internet have proven valuable for teachers to share ideas on classroom uses of technology.

Training is just as critical for technical support staff. Rapid technological change makes it easy for technology specialists to fall behind. Sufficient time and funding for continuing training is essential if technical support is to remain effective.

FINDING

CCISD does not have a definitive plan for integrating technology into the curriculum. Teachers are not required to demonstrate technology skills or acquire any type of technology certification. Each campus principal is responsible for encouraging teachers to include technology in their lesson plans. There is no formal requirement for technology teaching nor are lesson plans reviewed for technology usage.

Currently, the district offers approximately 18 hours of professional development classes for teachers who want to upgrade their technology and computer skills. The district, however, does not require teachers to demonstrate their technology skills. At the time of the review, there was no formal tracking of the technology training that teachers receive, but the district plans to do so in the future.

On May 5, 2000, the State Board for Educator Certification approved five certification standards in technology applications for all beginning teachers of Early Childhood-Grade 4 and Grades 4-8. These same five standards for all beginning teachers in Grades 8-12 are currently available for public comment. The proposed draft standards reflect the requirements for the knowledge and skills for which the beginning teacher of technology applications will be responsible. The drafts are based on the corresponding Texas Essential Knowledge and Skills (TEKS) for Technology Applications in Grades 8-12. The Technology Applications for Grades 8-12 standards will be used in developing working drafts of certification test frameworks.

The five certification standards that apply to all beginning teachers in grades 8-12 include:

- Standard I - All teachers use technology-related terms, concepts, data input strategies and ethical practices to make informed decisions about current technologies and their applications (approved for EC-Grade 4 and Grades 4-8);
- Standard II - All teachers identify task requirements, apply search strategies, and use current technology to efficiently acquire, analyze and evaluate a variety of electronic information (approved for EC-Grade 4 and Grades 4-8);
- Standard III - All teachers use task-appropriate tools to synthesize knowledge, create and modify solutions and evaluate results in a way that supports the work of individuals and groups in problem-solving situations (approved for EC-Grade 4 and Grades 4-8);
- Standard IV - All teachers communicate information in different formats and for diverse audiences (approved for EC-Grade 4 and Grades 4-8); and
- Standard V - All teachers know how to plan, organize, deliver and evaluate instruction for all students that incorporates the effective use of current technology for teaching and integrating the Technology Applications Texas Essential Knowledge and Skills (TEKS) into the curriculum (approved for EC-Grade 4 and Grades 4-8).

Recommendation 21:

Use the State Board for Educator Certification draft technology standards as a guideline for establishing CCISD's technology knowledge requirements for teachers.

IMPLEMENTATION STRATEGIES AND TIMELINES

| 1. | The assistant superintendent for Curriculum and Instruction | November |

	reviews the state certification standards for Technology applications.	2001
2.	The assistant superintendent for Curriculum and Instruction and the Technology coordinator prepare training material for introducing the new certification standards.	November 2001
3.	The Technology coordinator schedules workshops to introduce the new certification standards.	December 2001
4.	The Technology coordinator conducts workshops to introduce the new certification standards.	January 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 5
COMPUTERS AND TECHNOLOGY

D. INFRASTRUCTURE

A technology infrastructure consists of two parts: human resources- which deal with professional learning and support- and technology- which deal with hardware, software and facilities. With technological change occurring at such a rapid pace, purchasers of new technology sometimes feel hard pressed to keep up. School districts, due to limited budgets and technical expertise, have a difficult time choosing and buying technology. Often they lack adequate information about the newest technologies and how to use them; or they do not take into account the level of training and staff development needed to use the technology.

The key to technology planning is to make informed decisions. Without good information about the nuts and bolts of technology, planners are at a disadvantage. The best way to overcome this problem is to take a broad view of technology and educate planners and staff about current and emerging technologies and their benefits. District administrators also must remember that implementing technology is not a one-time thing but an ongoing process that requires a supportive infrastructure that is flexible enough to deal with the rapid pace of technological change.

Crystal City High School uses a Windows NT 4.0 network platform. All workstations connected to the system are running Windows 95 and Windows 98 operating systems. The servers include one primary domain controller and two backup domain controllers. CCHS and the Central Office are connected via fiber optic cable. The district is upgrading its network to include a fiber optics backbone to connect four campuses and wireless communication for connection to the Alternative campus. The district expects to gain operational efficiencies and be able to phase out the administrative network equipment (e.g., leased lines, multiplexers, modems, CRT's) with this upgrade.

CCISD administrative software applications include student services, payroll, personnel, budgetary, fixed assets, warehousing, accounts payable, PEIMS, food services system, content filtering firewall software, email proxy software and L4U library automated system.

The Texas Education Agency has made short-term (1997-98), mid-term (1999-2002) and long-term (2003-2010) recommendations to local education agencies. The short-term goal for technology equipment is a student-to-workstation ratio of 4:1. The mid-term goal for technology

equipment is a student-to-workstation ratio of 3:1. The long-term goal for technology equipment is a student-to-workstation ratio of 1:1.

Exhibit 5-10 lists the inventory of current technology available for student use in CCISD. Crystal City has 268 computers for four school locations.

Exhibit 5-10
Inventory of CCISD Computer Equipment
November 2000

School	Number of Students	Total Computers	Student to Computer Ratio
Crystal City High School	527	101	5:1
Sterling Fly Jr. High School	489	79	6:1
Benito Juarez Elementary	316	40	8:1
Rivera/Zavala Elementary	744	48	16:1
Grand Totals	**2,076**	**268**	**8:1**

Source: Interview with CCISD Technology coordinator.

FINDING

Crystal City has a fragmented Technology Department contingency plan. There is a policy and procedures memo that describes responsibilities for the backup of computer files and data, the hardware inventory maintained by the Technology department and the telephone numbers of key software vendors in the event of software failures. **Exhibit 5-11** lists some of the key elements of an effective disaster recovery plan.

A computer disaster could result in lost productivity and an inability to perform important district functions. Unfortunately, protecting electronic information is not as straightforward as simply assigning a technical staff person to verify that the "system" is protected. It requires that top-level administrators invest time and expertise into developing a well-conceived, comprehensive and customized security policy. This policy must then be applied appropriately throughout the entire organization, which again requires the commitment and the authority of top-level administrators. After all, while technical staffers may be responsible to top-level educational administrators for information technology security, the top-level administrators are in turn responsible to the public.

Exhibit 5-11
Key Elements of a Disaster Recovery Plan

Step	Details
Build the disaster recovery team.	• Identify a disaster recovery team that includes key policy makers, building management, end-users, key outside contractors and technical staff.
Obtain and/or approximate key information.	• Develop a comprehensive list of critical activities performed within the district. • Develop an estimate of the minimum space and equipment necessary for restoring essential operations. • Develop a timeframe for starting initial operations after a security incident. • Develop a list of key personnel and their responsibilities.
Perform and/or delegate key duties.	• Develop an inventory of all computer technology assets, including data, software, hardware, documentation and supplies. • Set up a reciprocal agreement with comparable organizations to share each other's equipment or lease backup equipment to allow the district to operate critical functions in the event of a disaster. • Make plans to procure hardware, software and other equipment as necessary to ensure that critical operations are resumed as soon as possible. • Establish procedures for obtaining off-site backup records. • Locate support resources that might be needed, such as equipment repair, trucking and cleaning companies. • Arrange with vendors to provide priority delivery for emergency orders. • Identify data recovery specialists and establish emergency agreements.
Specify details within the plan.	• Identify individual roles and responsibilities by name and job title so everyone knows exactly what needs to be done. • Define actions to be taken in advance of an undesirable event. • Define actions to be taken at the onset of an undesirable event to limit damage, loss and compromised data integrity. • Identify actions to be taken to restore critical

	functions. • Define actions to be taken to re-establish normal operations.
Test the plan.	• Test the plan frequently and completely. • Analyze the results to improve the plan and identify further needs.
Deal with damage appropriately.	• If a disaster actually occurs, document all costs and videotape the damage. • Be prepared to overcome downtime on your own; insurance settlements can take time to resolve.
Give consideration to other significant issues.	• Don't make a plan unnecessarily complicated. • Make one individual responsible for maintaining the plan, but structure it so that others are authorized and prepared to implement if it is needed. • Update the plan regularly and whenever changes are made to your system.

Source: National Center for Education Statistics, "Safeguarding Your Technology." (Modified by TSPR).

Recommendation 22:

Develop a comprehensive disaster recovery plan that includes all district activities and test it.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The Technology coordinator establishes a Disaster Recovery Team, composed of department representatives from finance, payroll, purchasing, student accounting and technology area.	October 2001
2.	The Disaster Recovery Team develops the Disaster Recovery Plan.	November 2001
3.	The Technology coordinator presents the plan to the superintendent and board for approval.	January 2002
4.	The board approves the plan.	February 2002

5.	The Technology coordinator communicates the plan to the appropriate personnel.	February 2002
6.	The Technology coordinator runs a scheduled test of the plan.	March 2002
7.	The Technology coordinator reports the results to the superintendent and board.	April 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 5
COMPUTERS AND TECHNOLOGY

E. TECHNICAL SUPPORT

Technical support, like training, significantly influences how effectively technology is used in the classroom. Teachers, even those who are experienced computer users, often encounter technology-related difficulties that interrupt their planning or classroom activities. Unless they receive quick responses to their questions, their effectiveness will be reduced.

When solutions to such problems are not provided promptly, teachers sometimes are forced to abandon the computers in the classroom and may be reluctant to resume even after problems are resolved. Schools that can resolve such difficulties quickly are best able to prepare their students effectively.

FINDING

Exhibit 5-12 describes the CCISD technology staffing levels and its peer districts.

Exhibit 5-12
CCISD & Peers, Technology Staffing Comparisons
2000-01

District	Administrative	Infrastructure & Support	Instructional
Crystal City Total Staff: 1	**1 district coordinator**	**0**	**0**
Cotulla Total Staff: 2	1 Technology director	1 Network administrator	0
Carrizo Springs Total Staff: 3	1 Technology director	2 computer technicians	0
Devine Total Staff: 2	1 Technology director	1 technician	0
Pearsall Total Staff: 1	1 Technology director	0	0

Exhibit 5-13 describes CCISD's technology support staffing levels and its peer districts.

Exhibit 5-13
CCISD & Peers, Technology Support Staff Ratios
2000-01

District	Total	Technology Support Staff	Ratio of Users to Technology Support Staff
Crystal City	**168**	**1**	**168:1**
Cotulla	220	2	110:1
Carrizo Springs	258	3	86:1
Devine	200	3	67:1
Pearsall	180	1	180:1

Source: Telephone interview with Technology administrators in peer districts.

The district's Technology coordinator is unable to keep up with the maintenance and training requirements. Most of the peer districts have Technology support staffs of more than one individual. The Technology Department needs a technician to support the computer users in the district.

A CCISD computer technician makes from $14,000 to $20,000 annually with benefits of 20 percent.

Recommendation 23:

Hire a computer technician.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Technology coordinator develops a job description for the computer technician.	November 2001
2.	The director for Personnel posts the position.	November

		2001
3.	The Technology coordinator interviews the applicants.	December 2001
4.	The Technology coordinator hires computer technician.	January 2002

FISCAL IMPACT

The salary of the computer technician would be $20,000 plus benefits of 20 percent ($4,000) = $24,000. The first year estimate assumes one-half will be expended based upon a ten month contract and a January hire date.

Recommendation	2000-01	2001-02	2002-03	2003-04	2004-05
Hire a computer technician.	($12,000)	($24,000)	($24,000)	($24,000)	($24,000)

Chapter 6
TRANSPORTATION

This chapter examines the Crystal City Independent School District (CCISD) transportation services in three areas:

A. Management Policies
B. Fleet Maintenance
C. Opportunities for Outsourcing

The primary goal of every school district is to transport all students to and from school, and approved extracurricular functions, in a timely, safe, and efficient manner.

BACKGROUND

The Texas Education Code (TEC) authorizes, but does not require, each Texas school district to provide transportation between home and school; for co-curricular activities; and for extracurricular activities. The federal Individuals with Disabilities Education Act (IDEA) requires a school district to provide transportation for students with disabilities if the district also provides transportation for the general student population or if disabled students require transportation to receive special education services.

The TEC also states that a school district may receive state funding for transporting regular and special program students between home and school. The funding rules are set by the Texas Education Agency (TEA). Local funds must pay for transportation costs that are not covered by the state. For the regular transportation program, TEA reimburses qualified transportation expenses according to a prescribed formula that is based on linear density. Linear density is the ratio of the average number of regular program students transported daily to the number of miles driven daily.

State transportation funding for regular program transportation is limited to students living two or more miles from the school they attend, unless the students face hazardous walking conditions on the way to school. The state does not pay for summer school transportation or for co-curricular routes between schools during the day. Neither is extracurricular transportation, such as trips to after-school and weekend events, funded by the state. That is why individual schools are expected to reimburse the district's Transportation Department for these services.

All special education transportation, except for certain field trips, is eligible for state reimbursement. The Texas Legislature capped

reimbursement for special program transportation at $1.08 per mile. The actual cost to CCISD for transporting special program students in 1998-99 was reported as $2.37 per mile. Special programs, unlike the regular program, are not able to achieve efficiency by clustering students at bus stops.

According to the 1998-99 *School Transportation Route Services Report*, CCISD's Transportation Department operated seven routes per day, carrying an average of 143 eligible students to school and home on regular runs, 37 students on special education runs, and 131 students for career and technology programs.

There are also students being transported on routes for which CCISD receives no state reimbursement, including students living within two miles of the school and special activity runs such as athletic, educational and extracurricular programs.

School buses typically operate on regular routes between 5:50 a.m. and 8:00 a.m. in the morning and 3:10 p.m. and 6:10 p.m. in the afternoon. A good standard for designing bus routes is to try to limit the ride time for any student to one hour or less. However, due to the distances some students reside from school and the number of stops required for each route, some students may exceed that standard.

The director of Maintenance and Transportation reports directly to the assistant superintendent, and has worked for the district for 14 years. He has been responsible for Transportation for the last nine years. A staffing chart for the CCISD Transportation Department is shown in **Exhibit 6-1**.

Exhibit 6-1
CCISD Transportation Department Organization
1999-2000
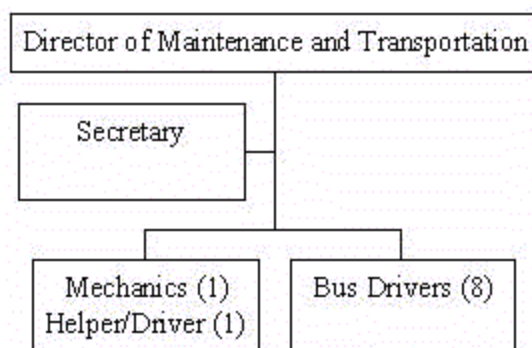
Source: CCISD Transportation director.

Exhibit 6-2 shows how CCISD's bus driver salaries compare with peer districts.

Exhibit 6-2
CCISD and Peer District Comparison of Bus Driver Hourly Rates
1999-2000

School District	Minimum	Mid-Point	Maximum
Crystal City	**$7.22**	**$8.11**	**$9.00**
Cotulla	$8.75	$8.75	$8.75
Carrizo Springs	$6.40	$7.83	$9.25
Devine	$6.75	$9.88	$13.00
Pearsall	All route drivers are paid by the route		
Peer Average	**$7.30**	**$8.82**	**$10.33**

Source: Telephone interviews with the Transportation Department in each school district.

Exhibit 6-3 compares CCISD's health benefits with other peer districts.

Exhibit 6-3
CCISD and Peer Districts, Comparison of Employee Health Benefits
1999-2000

School District	Hours per Week Required to Earn Health Benefits	Percent of Total Premium Cost Paid by District
Cotulla	40	100%
Pearsall	20	95%
Carrizo Springs	32	90%
Devine	20	80%
Crystal City	**40**	**69%**

Source: Telephone interviews with the Personnel Department of each peer district.

Chapter 6
TRANSPORTATION

A. MANAGEMENT POLICIES

To receive state funding, all Texas school districts must submit two reports to TEA each year: the *School Transportation Operations Report* and the *School Transportation Route Services Report*. The *School Transportation Operation Report* is designed to establish a cost-per-mile to be used for reimbursements in the fiscal year following the report.

This report shows that CCISD has the highest cost-per-mile for regular pupil transportation compared to its peer districts **(Exhibit 6-4)** and the second highest cost-per-mile for special transportation **(Exhibit 6-5)**. Deadhead miles, as defined by TEA, are those incurred between the location where the student transportation vehicle is parked and the campus site where the route officially begins and ends.

Exhibit 6-4
CCISD and Peer Districts, Comparison of Mileage Data-Regular Transportation
1998-99

School District	Route Mileage *	Extra/Co-Curricular Mileage	Non-School Organizations Mileage	Other Mileage	Total Annual Mileage	Cost per Mile **
Crystal City	**74,370**	**74,370**	**0**	**0**	**148,740**	**$2.262**
Devine	114,696	44,511	0	0	159,207	$1.740
Carrizo Springs	189,142	75,946	0	0	258,088	$1.447
Cotulla	253,549	119,041	0	44,730	417,320	$1.426
Pearsall	177,586	84,587	0	569	262,742	$0.832

Source: TEA, School Transportation Operations Reports.
* Note: Route mileage includes deadhead miles.
** Note: Cost per mile for regular transportation only.

Exhibit 6-5
CCISD and Peer Districts, Comparison of Mileage Data-Special Transportation
1998-99

School District	Route Mileage *	Extra/ Co-Curricular Mileage	Non-School Organizations Mileage	Other Mileage	Total Annual Mileage	Cost per Mile **
Cotulla	39,790	1,099	0	2,461	43,350	$2.471
Crystal City	**9,889**	**0**	**0**	**0**	**9,889**	**$2.373**
Devine	7,128	0	0	0	7,128	$2.053
Carrizo Springs	55,886	0	0	0	55,886	$1.912
Pearsall	53,243	480	0	183	53,906	$0.449

Source: TEA, School Transportation Operations Reports.
* Note: Route mileage includes deadhead miles.
** Note: Cost per mile for special transportation only.

CCISD's also has a very high cost-per-rider, second only to Cotulla ISD **(Exhibit 6-6)**.

Exhibit 6-6
CCISD and Peer Districts, Comparison of Cost Per Rider
1998-99

School District	Total Annual Operating Costs	Annual Ridership	Cost Per Rider Per Day
Cotulla	$702,262	49,320	$14.24
Crystal City	**$359,950**	**25,740**	**$13.98**
Carrizo Springs	$480,348	151,020	$3.18
Devine	$291,645	108,000	$2.70
Pearsall	$242,684	105,660	$2.30

Source: TEA, School Transportation Operations Reports 1998-99.

Exhibit 6-7 shows that, over the last five years, CCISD's cost for regular transportation has increased by 69 percent, while regular transportation mileage has increased by 47 percent. CCISD's cost per mile for regular transportation has increased by 14 percent. Expenses for purchased and contracted services increased by 123 percent for regular transportation and by 135 percent for special transportation due to an increase in the number of vehicle repairs that could not be performed by in-house staff. Other operating expenses increased by 351 percent for regular transportation and 376 percent for special transportation due to an increase in the number of extracurricular trips and the fact that some of those expenses were coded differently in earlier years.

Exhibit 6-7
CCISD Summary of School Transportation Operations Reports - Regular
1994-95 - 1998-99

	1994-95	1995-96	1996-97	1997-98	1998-99	Percent Change
Operations Costs						
Salaries and Benefits	$90,812	$95,825	$106,876	$142,137	$176,357	94%
Purchased and Contracted Services	$4,506	$3,330	$4,977	$7,127	$10,057	123%
Supplies and Materials	$61,157	$43,074	$46,853	$48,697	$51,503	-16%
Other Operating Expenses	$9,127	$28,333	$21,998	$48,406	$41,149	351%
Debt Service	$0	$0	$57,720	0	$0	
Capital Outlay	$34,076	$0	$37,790	$57,170	$57,420	69%
Total Operations Costs	$199,678	$170,562	$276,214	$303,537	$336,486	69%
Mileage Summary						
Route Mileage	49,900	42,350	48,760	72,385	74,370	49%
Extra/Co curricular Mileage	49,625	50,011	51,115	59,412	74,370	50%

Non-School Organizations Mileage	705	0	0	0	0	
Other Mileage	702	0	0	0	0	
Total Annual Mileage	100,932	92,361	99,875	131,797	148,740	47%
Cost per Mile - Regular	**$1.978**	**$1.847**	**$2.766**	**$2.303**	**$2.262**	**14%**

Source: TEA, School Transportation Operations Reports, 1994-95 - 1998-99.

Exhibit 6-8 shows that, over the last five years, CCISD's cost for special transportation has increased by 34 percent, while special transportation mileage has decreased by 47 percent. CCISD's cost per mile for special transportation has increased by 153 percent.

Exhibit 6-8
CCISD Summary of School Transportation Operations Reports - Special
1994-95 - 1998-99

	1994-95	1995-96	1996-97	1997-98	1998-99	Percent Change
Operations Costs						
Salaries & Benefits	$13,622	$9,651	$10,764	$14,316	$17,762	30%
Purchased & Contracted Services	$237	$185	$276	$396	$558	135%
Supplies & Materials	$3,217	$2,391	$2,601	$2,704	$2,859	-11%
Other Operating Expenses	$480	$1,573	$1,221	$2,688	$2,285	376%
Debt Service	$0	$0	$0	$0	$0	0%
Capital Outlay	$0	$0	$0	$0	$0	0%
Total Operations Costs	$17,556	$13,800	$14,862	$20,104	$23,464	34%
Route Mileage	18,152	6,998	7,506	5,427	9,889	-46%

Extra/Co curricular Mileage	572	37	446	304	0	
Non-School Organizations Mileage	0	0	0	0	0	0%
Other Mileage	0	0	0	0	0	0%
Total Annual Mileage	18,724	7,035	7,952	5,731	9,889	-47%
Cost per Mile - Special	**$0.938**	**$1.967**	**$1.869**	**$3.508**	**$2.373**	**153%**

Source: TEA, School Transportation Operations Reports, 1994-95 - 1998-99.

Exhibit 6-9 and **Exhibit 6-10** show how CCISD's operations cost of regular and special transportation compares to its peer districts.

Exhibit 6-9
CCISD and Peer Districts, Comparison of Operations Costs - Regular
1998-99

School District	Salaries and Benefits	Purchased and Contracted Services	Supplies and Materials	Other Operating Expenses	Debt Service	Capital Outlay	Total Operating Costs
Cotulla	$114,811	$1,578	$62,642	$12,758	$368,623	$34,752	$595,164
Carrizo Springs	$201,595	24,139	$42,893	$10,246	$8,176	$86,436	$373,485
Crystal City	**$176,357**	**$10,057**	**$51,503**	**$41,149**	**$0**	**$59,420**	**$336,486**
Devine	$175,367	$36,179	$55,444	$10,022	$0	$0	$277,012
Pearsall	$167,387	$14,023	$26,387	$10,695	$0	$0	$218,492

Source: TEA, School Transportation Operations Reports 1998-99.

Exhibit 6-10
CCISD and Peer Districts, Comparison of Operations Costs - Special
1998-99

School District	Salaries and Benefits	Purchased and Contracted Services	Supplies and Materials	Other Operating Expenses	Debt Service	Capital Outlay	Total Operating Costs
Cotulla	$23,002	$278	$11,054	$2,252	$65,051	$5,461	$107,098
Carrizo Springs	$68,936	$8,206	$15,803	$4,000	$2,059	$7,859	$106,863
Pearsall	$15,145	$1,388	$6,949	$710	$0	$0	$24,192
Crystal City	**$17,762**	**$558**	**$2,859**	**$$2,285**	**$0**	**$0**	**$23,464**
Devine	$9,230	$1,957	$2,918	$528	$0	$0	$14,633

Source: TEA, School Transportation Operations Reports 1998-99.

Exhibit 6-11 shows the combined regular and transportation operations costs, but each cost category is shown as a percentage of the total operations costs for each district.

Exhibit 6-11
CCISD and Peer Districts, Percentage Analysis of Operating Cost Categories
1998-99

School District	Salaries and Benefits	Purchased and Contracted Services	Supplies and Materials	Other Operating Expenses	Debt Service	Capital Outlay
Crystal City	**54%**	**3%**	**15%**	**12%**	**0%**	**16%**
Cotulla	20%	0%	10%	2%	62%	6%
Carrizo Springs	56%	7%	12%	3%	2%	20%
Devine	63%	13%	20%	4%	0%	0%
Pearsall	75%	6%	14%	5%	0%	0%

Source: TEA, School Transportation Operations Reports 1998-99.

The *School Transportation Route Services Report* includes information on ridership and mileage for regular, special and career and technology

programs. It also includes a calculation of "linear density" for the regular home-to-school program, which is the basis for transportation funding.

Linear density is the ratio of the average number of regular program students transported daily to the number of miles driven daily. TEA uses this ratio to assign each school district to one of seven groups, with each group receiving a different per-mile reimbursement.

Exhibit 6-12 shows the categories of reimbursement, the linear density for each category and the related reimbursement, as defined by TEA. The higher the linear density, the higher the state reimbursement rate.

Exhibit 6-12
Categories of State Linear Density Reimbursement for Regular Bus Routes

Category	Linear Density Range	Reimbursement per Mile
1	.000 - .399	$0.68
2	.400 - .649	$0.79
3	.650 - .899	$0.88
4	.900 - 1.149	$0.97
5	1.150 - 1.649	$1.11
6	1.650 - 2.399	$1.25
7	2.400 - 9.999	$1.43

Source: TEA.

Exhibit 6-13 shows that CCISD obtains only 19 percent of its transportation operating revenue from the state reimbursement, much less than its peer districts.

Exhibit 6-13
CCISD and Peer Districts, Linear Density and State Reimbursement
1999 - 2000

School District	Linear Density (Riders Per Mile)	Reimbursement per Mile	Total State Reimbursement	Percent of Operating Costs
Pearsall	0.564	$0.79	$174,438	72%

Carrizo Springs	0.845	$0.79	$236,418	49%
Devine	1.090	$0.97	$121,066	42%
Cotulla	0.203	$0.68	$222,475	32%
Crystal City	**0.718**	**$0.88**	**$70,146**	**19%**

Source: TEA, School Transportation Route Services Status, 1999-2000.

To establish route mileage and daily ridership figures, TEA requires districts to gather mileage and ridership data on the first Wednesday of each month. **Exhibit 6-14** shows the route data for CCISD for five years, beginning with the 1995-96 school year.

Exhibit 6-14
CCISD Summary of Route Services Reports
1995-96 through 1999-2000

	1995-96	1996-97	1997-98	1998-99	1999-2000	Percent Change
Regular Program						
Annual Standard Ridership	23,940	39,060	26,640	21,420	25,740	8%
Annual Standard Mileage	27,931	40,171	38,700	23,274	35,838	28%
Linear Density	0.857	0.972	0.688	0.920	0.718	-16%
Reimbursement per Mile	$0.97	$0.97	$0.88	$0.88	$0.88	-9%
Annual Mileage (incl. hazardous)	27,931	40,171	38,700	46,674	35,838	28%
Total Daily Ridership	133	217	148	185	143	1%
Hazardous Annual Mileage	0	0	0	0	0	0%
Hazardous Daily Ridership	0	0	0	0	0	0%
Special Program						

Total Daily Ridership	28	26	36	35	37	32%
Total Annual Mileage	9,384	9,520	13,005	10,260	26,784	185%
Career & Technology Program						
Total Daily Ridership	176	146	169	178	131	-26%
Total Annual Mileage	4,624	4,624	4,896	4,896	4,284	-7%
Reimbursements						
Regular Program	$27,931	$38,966	$34,056	$41,073	$31,537	13%
Special Program	$8,802	$10,282	$14,045	$11,081	$28,927	229%
Career & Technology Program	$9,146	$8,541	$13,562	$11,261	$9,682	6%
Private Program	$0	$0	$0	$0	$0	0%
Total Reimbursement	**$45,041**	**$67,789**	**$61,663**	**$63,415**	**$70,146**	**56%**

Source: TEA, School Transportation Route Services Reports, 1995-96 - 1999-2000.

Linear density is adversely affected when buses have to drive greater distances to pick up a small number of students, as illustrated in **Exhibit 6-15**. Routes with a large number of riders-per-mile help the district receive more revenue from the state.

Exhibit 6-15
CCISD Bus Service for Regular Eligible Pupils (Two or More Miles from School)
1998-99

Route Number	Total Daily Miles	Avg. Daily Ridership	Riders per Mile
4	14.0	28	2.00
3	19.3	36	1.87

5	20.8	38	1.83
1	15.4	15	0.97
6	20.0	18	0.90
7	110.0	48	0.44
2	59.8	8	0.13

Source: CCISD Transportation Department records.
Note: This table shows only students living more than two miles from the school.

Linear density is also adversely affected when buses operate below capacity. However, because some areas of the district are sparsely populated, buses in those areas must travel greater distances between stops. For those routes, maximizing bus capacity would significantly extend the travel time for the students. Therefore, some buses will never be full. **Exhibit 6-16** shows all of the regular bus routes in CCISD and the number of students transported each day compared to the capacity of the bus.

Exhibit 6-16
CCISD Bus Capacity versus Ridership
1999-2000

Route Number	Riders Per Route	Capacity of Assigned Bus	Percent of Capacity
1	15	35	43%
2	8	35	23%
3	36	71	51%
4	28	71	39%
5	38	71	54%
6	18	35	51%
7	48	35	137%

Source: CCISD Transportation Department records.

FINDING

CCISD receives no state reimbursement for transportation expenses for about 500 students being bused within two miles of the school, even though some of the routes may be eligible for reimbursement. School districts can receive up to 10 percent additional state reimbursement if the route to school poses a safety risk, or hazard, to the students. TEA guidelines suggest that areas with busy roadways, railroad tracks or few sidewalks would qualify as "hazardous", but it is left up to local school boards to define which of their routes could be considered hazardous. In CCISD, the intersection of two streets by the Administration Building is a heavy-traffic area and would certainly pose a safety risk for any student who had to walk through that intersection.

Exhibit 6-17 shows a comparison of hazardous routes between CCISD and its peer districts.

Exhibit 6-17
CCISD and Peer Districts, Comparison of Hazardous Routes
1999-2000

School District	Hazardous Annual Mileage	Hazardous Daily Ridership
Carrizo Springs	18,435	357
Devine	7,740	159
Cotulla	972	102
Crystal City	0	0
Pearsall	0	0

Source: TEA, School Transportation Route Services Status, 1999-2000.

On the *1999-2000 School Transportation Route Services Report*, CCISD reported 35,838 miles for standard transportation and no additional miles for hazardous routes. If the CCISD board approved some or all of its routes within two miles of the school to be hazardous, they could receive reimbursement of up to 10 percent more state reimbursement. At most, the district could request reimbursement for an additional 3,584 miles for hazardous routes, which is about 20 miles per day. Assuming the maximum mileage allowed, the district could have received an additional $3,154 in state reimbursement (3,584 miles x $0.88 per mile).

Recommendation 24:

Review bus routes within two miles of the schools to determine which routes are hazardous and include them on the 2000-01 *TEA School Transportation Route Services Report*.

If the CCISD board approved some or all of its routes within two miles of the school to be hazardous, they could receive up to 10 percent more state reimbursement. At most, the district could request reimbursement for an additional 3,584 miles for hazardous routes, which is about 20 miles per day. Assuming the maximum mileage allowed, the district could have received an additional $3,154 in state reimbursement (3,584 miles times $0.88 per mile).

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The director of Maintenance and Transportation reviews each route within two miles of the school for possible classification as a hazardous route.	August 2001
2.	The director of Maintenance and Transportation recommends the hazardous routes to the superintendent for board approval.	September 2001
3.	The board approves the hazardous routes.	October 2001
4.	The director of Maintenance and Transportation includes the hazardous routes on the 2000-01 *School Transportation Route Services Report*.	November 2001

FISCAL IMPACT

Based on its 1999-2000 reported mileage of 35,838 miles, CCISD could be eligible for an additional reimbursement of up to $3,154, based on a maximum of 3,584 hazardous miles at a reimbursement rate of $0.88 per mile.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Review bus routes within two miles of the schools to determine which routes are hazardous and include them on the 2000-01 *TEA School Transportation Route Services Report*.	$3,154	$3,154	$3,154	$3,154	$3,154

FINDING

While CCISD conducts informal driver evaluations, drivers are not observed after they receive the initial 20-hour Texas Certification Course and some behind-the-wheel training. A driver is assumed to be doing a good job unless a parent calls to complain.The director of Maintenance and Transportation investigates all complaints about drivers and the director takes the appropriate action, ranging from counseling to termination. However, periodic behind-the-wheel evaluations, especially during the first year, could help identify areas where the driver might need some additional training before a problem arises.

Recommendation 25:

Perform behind-the-wheel evaluations of all bus drivers at least once a year.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The director of Maintenance and Transportation contacts other school districts to get copies of their behind-the-wheel driver evaluation forms.	September 2001
2.	The director of Maintenance and Transportation develops a Behind-the-Wheel Driver Evaluation Form for CCISD.	October 2001
3.	The director of Maintenance and Transportation arranges for the training of skilled and experienced drivers to serve as a behind-the-wheel driver evaluator.	November 2001
4.	The director of Maintenance and Transportation develops an evaluation schedule.	December 2001
5.	The designated evaluator begins behind-the-wheel evaluations.	January 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources. With only 10 drivers on staff, the driver evaluator will only require a substitute driver an average of once per month. This substitute can be an existing CCISD employee who requires no additional compensation. Evaluations will be performed during regular hours and will not require overtime.

Chapter 6
TRANSPORTATION

B. FLEET MAINTENANCE

CCISD operates 21 school buses, seven of which are used on regular routes each day and three for mid-day runs. Six buses are dedicated to extracurricular trips unless they are needed to cover a regular route. Separate buses are needed for extracurricular trips due to the distance from CCISD to the extracurricular destinations, which require buses to leave the district or return during the time scheduled for regular bus routes. The five remaining buses have significant maintenance problems and are used only as spares when other buses are undergoing maintenance.

FINDING

CCISD has eight buses that use gasoline instead of diesel fuel, but gasoline buses are half as
fuel-efficient as diesel buses. In addition, four of CCISD's eight gasoline buses are over 15 years old. A list of all CCISD buses is shown in **Exhibit 6-18**.

Exhibit 6-18
CCISD Bus Fleet
2000-01

Bus No.	Year	Passengers	Make	Fuel Type	Regular or Special Ed.
4	1983	71	GMC	Gasoline	Regular
13	1983	71 *	Ford	Gasoline	Special Ed.
14	1984	71	Ford	Gasoline	Regular
15	1985	35	Chevrolet	Gasoline	Regular
6	1987	71	GMC	Gasoline	Regular
17	1987	71	GMC	Gasoline	Regular
7	1988	35 *	GMC	Gasoline	Reg./Spec. Ed.
3	1992	35	Int'l	Diesel	Regular
18	1992	71	Int'l	Diesel	Regular
19	1992	71	Int'l	Diesel	Regular
21	1993	16	GMC	Diesel	Regular

2	1994	71	Int'l	Diesel	Regular
8	1995	71	Chevrolet	Gasoline	Regular
1 **	1996	71	Int'l	Diesel	Regular
9 **	1996	71	Int'l	Diesel	Special Ed.
12 **	1996	71	Int'l	Diesel	Regular
20 **	1996	71	Int'l	Diesel	Regular
22	1997	35	Int'l	Diesel	Regular
10 **	1999	71	Int'l	Diesel	Regular
11 **	2000	71	Frht	Diesel	Regular
23	2000	71 *	Int'l	Diesel	Special Ed.

Source: CCISD Transportation Department records.
* Note: Bus is equipped with a wheelchair lift.
** Note: Bus is dedicated to extracurricular trips unless needed for other routes.

Exhibit 6-19 shows how the age of CCISD buses compares to the age of peer district buses.

Exhibit 6-19
CCISD and Peer District, Comparison of Age of Buses
1998-99

	Age				
District	**1-5 Years**	**5-10 Years**	**10 Years or Greater**	**Total Number of Buses**	**Percent Greater Than 10 Years**
Devine	6	5	9	20	45%
Pearsall	7	3	8	18	44%
Crystal City	**7**	**4**	**8**	**19**	**42%**
Carrizo Springs	4	22	10	36	28%
Cotulla	19	22	1	42	2%

Source: TEA, School Transportation Operations Reports, 1998-99.

A gasoline bus gets about 5 miles per gallon of fuel, compared to 10 miles per gallon in a
diesel-powered bus. Assuming an average CCISD bus travels 7,500 miles per year, a gasoline bus will consume 750 more gallons of fuel per year than a diesel bus. At a cost of $1.00 per gallon of fuel, a diesel bus would save the district $750 per year compared to a gasoline bus.

Gasoline buses used to be less expensive than diesel buses, but that has changed. Bus manufacturers are charging about $2,000 more for gasoline buses because there is not a big demand for the gasoline engine for several reasons:

- Gasoline engines are less fuel-efficient than diesel engines.
- Gasoline engines have higher pollution standards than diesel engines.
- Gasoline is more flammable than diesel fuel in a crash (liability issue).
- Gasoline engines are harder to work on than diesel engines.
- Gasoline engines require more preventative maintenance than diesel engines.
- Diesel engines have fewer breakdowns than gasoline engines.
- Diesel engines will last at least 50,000 more miles than gasoline engines.

By disposing of five gasoline buses, the district would own only three gasoline buses and all buses would be less than 15 years old.

TEA recommends a 10-year cycle for bus replacement for the following reasons:

- Newer buses have better safety records. This is in part a function of wear and tear on older buses that can reduce their structural integrity; furthermore, newer buses have more safety features.
- School bus purchasing specifications assume a 10-year useful life for school bus structural integrity.
- Resale prices for buses typically drop sharply after the eleventh year of service.
- The useful life of a school bus can be defined as 200,000 miles, which equates to about 10 years of service.

However, because CCISD only averages 7,500 miles per year on their buses, the life of their buses could safely be extended to 15 years.

Recommendation 26:

Dispose of five older gasoline buses and implement a 15-year bus replacement plan.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The director of Maintenance and Transportation submits a list of gasoline buses that should be disposed of to the assistant superintendent.	September 2001
2.	The assistant superintendent submits the list and a recommendation for the manner of disposal to the superintendent for approval.	October 2001
3.	The superintendent directs the Finance Office manager to dispose of the buses.	November 2001
4.	The assistant superintendent submits recommends a 15-year bus replacement plan to the superintendent.	December 2001
5.	The superintendent submits the 15-year bus replacement plan to the board for approval.	January 2002

FISCAL IMPACT

Depending on the condition of the buses, the district could sell the five buses for a approximately $800 each.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Dispose of five older gasoline buses and implement a 15-year bus replacement plan.	$4,000	$0	$0	$0	$0

C. OPPORTUNITIES FOR OUTSOURCING

FINDING

Crystal City ISD's size and geography make some of its transportation problems difficult to solve within the organization. When compared to its peer districts CCISD has the second-lowest linear density and the second highest cost-per-rider. CCISD has the highest cost-per-mile for regular transportation and the second highest cost-per-mile for special transportation. Only 19 percent of the CCISD Transportation operating expenses are reimbursed by the state. This is the lowest amount among the peer districts. CCISD pays its drivers the lowest wage and the smallest percentage of benefit costs among peers.

Districts with transportation problems similar to CCISD have a variety of options for resolving the problems. The most viable options include improving efficiencies of in-house operations, establishing a cooperative with another district to provide those services, and contracting some or all of the services to another district or a private pupil transportation provider.

While improving the efficiencies of some in-house operations can be done administratively at minimal cost, addressing other issues in-house can be more costly, particularly for a very small district. Contracting with another school district or a private transportation provider offers some advantages, including:

- Contractors offer more transportation experience.
- Contractors are more likely to have automated fleet maintenance and route scheduling software.
- Contractors can provide personnel.
- Contractors offer the choice of contractor ownership of buses or district ownership.
- Contractors may offer better driver training.

Contracting out to a school district should provide better pricing than a private contractor because the school district does not have to make a profit. A district can be contacted directly or a Request for Proposals can be issued in the hopes that several districts and vendors will bid on the contract.

Recommendation 27:

Solicit proposals from other school districts to contract all or parts of CCISD's transportation services.

There are other school districts with good infrastructure in place that are capable of providing CCISD in-house maintenance, fuel contracts, parts contracts, knowledge of state reporting requirements, driver training and drug and alcohol testing.

Even with another district providing transportation services, CCISD could choose to maintain ownership of all of its school buses. CCISD could also keep payroll and benefits in-house.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The CCISD superintendent contacts the superintendents of other districts to see if they would be interested in providing transportation services to CCISD.	September 2001
2.	The superintendents work out a financial arrangement and submit a contract proposal to both the school boards.	October 2001
3.	Both school boards approve the contract.	November 2001
4.	The contract school district begins providing transportation services to CCISD.	January 2002

FISCAL IMPACT

The cost for another school district to provide transportation services to CCISD should be less than what it currently costs CCISD to provide those services. Otherwise, it would not be economically feasible to outsource the services.

Chapter 7
FOOD SERVICES

This chapter of the report describes the Food Service operations of the Crystal City Independent School District (CCISD) in the following areas:

A. Management and Operations
B. Financial Management
C. Nutritional Education and Student Meal Participation
D. Facilities and Maintenance

Public school food and nutrition services are charged with providing appealing and nutritionally sound breakfasts and lunches to elementary and secondary students as economically as possible.

The Texas School Food Service Association (TSFSA) has identified 10 standards of excellence for evaluating school Food Services programs. TSFSA states that effective programs should:

- identify and meet current and future needs through organization, planning, direction and control;
- maintain financial accountability through established procedures;
- meet the nutritional needs of students and promote the development of sound nutritional practices;
- ensure that procurement practices meet established standards;
- provide appetizing, nutritious meals through effective, efficient systems management;
- maintain a safe and sanitary environment;
- encourage student participation in food service programs;
- provide an environment that enhances employee productivity, growth, development, and morale;
- promote a positive image to the public; and
- measure success in fulfilling regulatory requirements.

BACKGROUND

CCISD participates in the National School Lunch and School Breakfast Programs and Summer Feeding Program. All students in the district are eligible to eat free under the Special Assistance Provision 2. This provision allows schools to serve all students free meals for a four-year period. During the next three years, the school makes no new eligibility determinations and counts only the total number of reimbursable meals served each day.

CCISD is subject to coordinated reviews by Texas Education Agency (TEA) under the School Lunch and Breakfast Agreement, a legal contract between TEA and CCISD. The last coordinated administrative review conducted on October 25, 2000, commended CCISD for implementing "Offer" versus "Serve" of the type "A" lunch. A type "A" lunch is a reimbursable meal, while "Offer" versus "Serve" is a serving method designed to reduce food waste and food costs in the school lunch program without jeopardizing the nutritional integrity of the lunches served. The Offer method allows students to choose fewer than all of the food items within the lunch program.

TEA's review of CCISD's Food Service operation recommended increasing the price of an adult lunch by 12 cents to cover the cost of the meal. The superintendent instructed the director of Food Services to maintain the current price. TEA also suggested a grab and go breakfast for students who arrive late to school; however this recommendation was never implemented.

In addition, the director of Food Services requested a Student Meal Initiative (SMI) review from the Education Service Center Region 20. The review was completed in December 2000 and found that CCISD's meals met the nutritional requirements as established by the USDA.

At the end of each school year, each district must complete a renewal of agreement on the Child Nutrition Programs Information Management System (CNPIMS). The CCISD Food Services department uses an automated Systems Designs Point of Sale (POS) system to track all sales and items sold.

Chapter 7
FOOD SERVICES

A. MANAGEMENT AND OPERATIONS

Crystal City ISD operates one central kitchen to serve two elementary schools, one middle school and one high school. For the past 16 years, CCISD outsourced the food service operation; however, this contract ended on July 31, 2000. When the contract ended with the former management company, the company took the management production and operations software package. Consequently, the district must purchase a software package.

CCISD's Department of Food Services is composed of cafeteria workers, a kitchen manager, a maintenance/driver and four site leaders or cafeteria managers. One site leader is assigned to each campus to perform a supervisory role. Additionally, there are approximately eight substitute pool workers who are available to replace permanent employees who are on sick or bereavement leave during normal work hours.

The Food Services director has been in her current position for 17 years and for three years prior to that, she was the assistant to the Food Services director. The director of Food Services obtained a food specialist certification through the previous management company and is planning to obtain certifications from TSFSA through Region 20. She reports to the Business manager.

CCISD also contracts for the services of a registered dietitian through Region 20 to evaluate menus, provide guidance for training and to ensure the nutritional integrity of the program.

The organizational structure of CCISD'S Food Services Department is presented in **Exhibit 7-1**.

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Exhibit 7-1
Crystal City Food Services

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Organizational Chart 2000-01
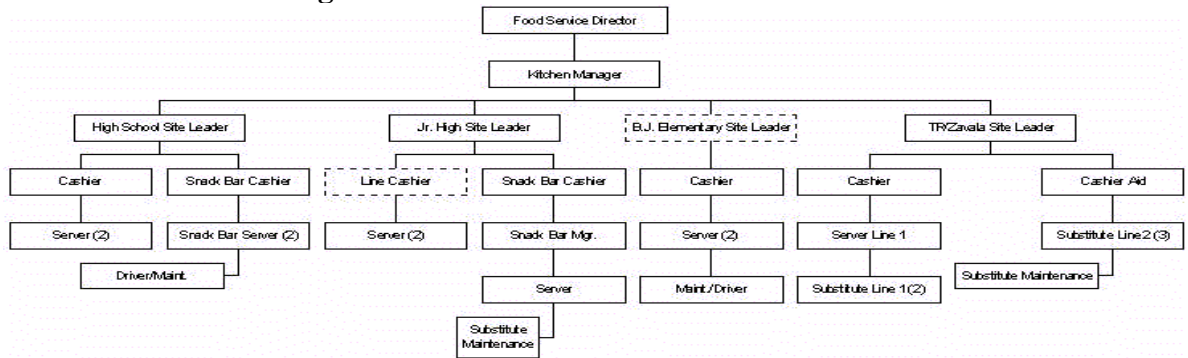
Source: CCISD Food Services Department.

FINDING

Using a model originally put in place by the food service management firm, CCISD has groomed its food service employees for management positions from within. In this model, CCISD hires all employees as substitutes. Substitutes formerly received basic training using the operating procedures of the management company. As the substitute moved into a permanent position, they were trained to assume a specific position such as cook or cashier. Since the contract was terminated with the management company, employees now receive training provided by TSFSA and Region 20.

Permanent employees that meet the job requirements when a management position becomes available are then moved into management. All site leaders said they have been with the department for 13 or more years; all began as substitutes and were promoted to management positions. According to the site leaders, this process has increased employee satisfaction, reduced turnover and improved the overall working environment.

COMMENDATION

CCISD Food Services consistently recruits, trains and promotes employees to managerial positions and provides specialized training to ensure their success as managers.

FINDING

The Food Services director, site leaders and central facility staff meet daily for five minutes to discuss topics relating to kitchen safety. Examples of topics include: back safety, disease prevention, hand washing and injury prevention. The employees and site leaders are aware of the

problems that can arise when employees and managers do not emphasize basic safety.

On-the-job injury results in costly workers' compensation benefits and hardships for other employees. The Texas School Food Service Association (TSFSA) has identified providing an environment that improves employee productivity, growth, development and morale as one of the 10 standards for excellence.

Region 20 recognized CCISD as the district with the least work-related accidents.

COMMENDATION

CCISD Food Services enhances employee productivity, growth, development and morale and reduces on-the-job injuries through consistent safety training.

FINDING

CCISD's Food Services employees do not have job descriptions, and there is no mechanism in place to perform employee evaluations.In July 2000, at the end of the management contract, the company took all procedures manuals, job descriptions and any evaluation forms, leaving the district with no copies from which to work. The director has begun the process of writing new job descriptions, however, they are not all completed.

Although job descriptions are not required by law for any employer, they are necessary for several reasons. Job descriptions help in:

- Interviewing and selecting employees;
- Orienting new employees;
- Evaluating the performance of an employee;
- Motivating employees;
- Comparing pay between employees;
- Providing proof of the essential functions of a job, for purposes of the Americans with Disabilities Act;
- Providing a defense in workers' compensation and civil law suits; and
- Providing evidence that your practices are fair, if the district must defend them in court.

The TSFSA *Standards of Excellence Manual* recommends developing performance standards and current job duties and for each employee conducting annual performance appraisals.

In the Bastrop ISD, for instance, the Food Service manager and cafeteria managers evaluate each employee using performance-based and job-specific job descriptions. Each employee and manager performs a self-evaluation using the job description form for presentation to their manager. The employee and manager determine the final evaluation score. The manager uses the evaluation to pinpoint areas for improvement and additional training and areas in which competency and/or proficiency has been achieved. The employees have positive opinions about the process.

Recommendation 28:

Develop job descriptions with required competencies and evaluation criteria for each position in the Food Services department.

The Food Services department should standardize job descriptions and update them every three years. The Food Services department should also have a process in place to review job descriptions. Job descriptions should include a job summary; detailed duties and responsibilities, skills required to perform the job, importance of job duties and tasks, when and how often the tasks are performed and a description of the job environment.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The director of Human Resources, the Business manager and the Food Services director review the current job duties and formulate job descriptions and evaluation criteria.	August 2001
2.	The director of Food Services approves and submits all job descriptions to the director of Human Resources.	September 2001
3.	The Business manager approves job descriptions and submits them to the superintendent for approval.	September 2001
4.	Food Services management and staff are provided the new job descriptions, and all Food Services employees are evaluated using the new job descriptions.	September 2001

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

CCISD has no written and approved procedures manual for the Food Services department, but is developing one. The previous food management company provided CCISD written procedures, and when the management contract with CCISD ended in July 2000, the district was left

without board approved polices or standard day-to-day operating procedures.

Written procedures are important to districts for the reasons listed below:

- They are formal ways to ensure all employees are getting the same information;
- The Food Services director can refer to the rules when an employee commits an infraction;
- The Food Services director can document that all employees know the work rules and they can be required to document that they are provided a copy of them;
- Procedures can ensure compliance with all Child Nutrition guidelines; and
- Procedures ensure the quality and nutritional content of meals are consistent.

The Conroe ISD has an excellent food service procedure manual that contains a thorough description of the department's operational, financial and management standards and requirements. The district's employees are provided a roadmap on day-to-day procedures and operations, and as new employees are brought into the district, the manual provides a valuable training tool.

Recommendation 29:

Develop a policy and procedure manual for the Food Services department.

The Food Services department needs written and approved board policies and procedures for the everyday management of their Food Services operations.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The director of Food Services prepares and submits department policies to the director of Human Resources and to the Business manager for review and approval.	August 2001
2.	The director of Human Resources and the Business manager review and modify the policies to comply with the district's board-approved policies.	August 2001
3.	The director of Human Resources submits the policies to the superintendent for approval who will in turn submit them for board approval.	August 2001

4.	The board approves the new policies.	September 2001
5.	The director of Food Services presents revised, approved policies to the Food Services staff for implementation.	October 2001

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

CCISD's current staffing levels exceed the industry standard for determining productivity, known as meals per labor hour (MPLH). MPLH allows the district an easy way to measure efficiency and compare productivity. The standard, or benchmark, is normally individualized for each food service facility. MPLH is calculated by dividing the number of meals served by the total number of hours worked over a given period. Additionally, the recommended calculations for meal equivalents are shown in **Exhibit 7-2.**

Exhibit 7-2
Formula for Calculating Meal Equivalents

Meal	Equivalent
Breakfast Meal Equivalents	Number of Breakfast Meals divided by 2
A la Carte Meal Equivalents	A la Carte Sales divided by free lunch reimbursement plus the commodity value of the meal.
Catered/Contract Meal Equivalents	Catered Sales divided by free lunch reimbursement plus commodity value of the meal.

Source: Managing Child Nutrition Programs, Martin and Conklin, 1999.

During the January 9th through 30th, 2001 reporting period, for example, Food Services had a meal per labor hour of 15, below the industry standard of 19 MPLH for similar operations.

CCISD Food Services department has nine substitutes that function as part time employees. Substitutes are used to perform daily tasks such as serving and food preparation and typically work 3.5 hours per day, for a daily total of 31.5 hours. The number of hours worked by any individual substitute may vary due to how many substitutes actually report for work each day, with the actual variance between 3 and 8 hours. Use industry

standard MPLH guidelines for establishing staff levels and eliminate at least one substitute. Currently, the department averages 31.5 substitute hours per day, and substitutes are paid $5.65 an hour.

Recommendation 30:

Use industry standard MPLH guidelines for establishing staff levels and eliminate at least one substitute.

At a minimum, the routine use of substitutes should be reduced. Once a more thorough assessment of the meals served per labor hours is completed, the district should consider further reductions.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The Food Services director reduces the number of hours of substitutes by the equivalent of one person.	August 2001
2.	The director of Food Services creates training sessions for cafeteria managers on increasing productivity and reducing costs.	August 2001
3.	The Food Services director generates MPLH reports each month and distribute to cafeteria managers.	September 2001
4.	The Food Services director and assistants develop recommendations for each cafeteria to increase productivity and reduce labor costs.	September 2001
5.	The Food Services director implements the recommendations for improving each school's productivity.	September 2001
6.	The director of Food Services evaluates the progress each month and adjusts the number of substitutes needed.	October 2001 and Ongoing

FISCAL IMPACT

The Food Services Department currently uses 31.5 substitute hours per day. Eliminating the equivalent of one substitute would save the district $3,559 per year (3.5 hours per day x 180 days per year x $5.65 per hour).

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Use industry standard MPLH guidelines for establishing staff levels and eliminate at least one substitute.	$3,559	$3,559	$3,559	$3,559	$3,559

FINDING

On any given day, of the 21 employees in the Food Services department, one or two are absent, at which time, kitchen staff are forced to work short-staffed. Contract employees get five days of local leave and five days of state leave, for a total of ten days of leave each year. If the employee has used up all of their leave, the employee's pay is docked, but no disciplinary action is taken as with other district employees.

Recommendation 31:

Identify cafeterias and employees with high absentee rates and initiate corrective action.

Employees who abuse leave should be terminated. A substitute pool should help the district obtain not only short-term help to fill in for employees who are terminated until a replacement can be found, but a pool from which to hire employees who have already received some of the required training.

The district should carefully analyze the success of an incentive program for attendance and make adjustments as necessary.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Food Services director counsels employees who have taken extended amounts of leave.	August 2001
2.	The Food Services director works with Human Resources to terminate employees who abuse leave and find new candidates for these positions.	September 2001
3.	The Food Services director establishes incentives to encourage good attendance.	October 2001

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 7
FOOD SERVICES

B. FINANCIAL MANAGEMENT

In *Managing Child Nutrition Programs: Leadership for Excellence*, Martin and Conklin maintain that child nutrition programs, especially in sizeable school districts, constitute very large businesses that provide an abundance of managerial, financial, human resources and health promotion opportunities and challenges. In 1998, the federal budget for child nutrition programs exceeded $5 billion, with nearly 95,000 schools participating in the Federal Lunch program and approximately 31,000 schools participating in breakfast programs.

Food Services directors in school districts must plan for a multitude of contingencies that affect revenues and services. They must develop, implement, manage and evaluate a variety of seamless programs that can respond to situations such as emergencies, equipment breakdowns, meal distribution from centralized locations, expanded school days, the introduction of both after-school snack and summer feeding programs, universal breakfast programs, incorporating child nutrition and food programs into school district health programs and making child nutrition programs an integral part of their respective community's social services system.

Crystal City ISD's Food Services director prepares a monthly Food Services Report and submits it to the Business manager and the school board. The report captures the required information necessary to comply with federal and state guidelines.

The department has had a negative fund balance since 1996. The negative budget fund balance for 1999-2000 is $6,820. As of December 2000, the Food Services Report showed an $11,711 profit year to date. If the trend continues until the end of the 2001, the department will show a profit for the first time since 1996.

In addition, the CCISD Food Services department is using a financial and reporting evaluation process as seen in **Exhibit 7-3**.

Exhibit 7-3
Financial and Management Reporting Evaluation

Report/ Description	Uses	Suggested Generation Frequency	Used by the District	Distributed to Cafeterias

Budget: Illustrates a plan for financial management according to each account.	• Allows for informed decisions and financial forecasts for the next year through the use of historical, economic and demographic data, projected enrollment, and menu changes and changes in operational procedures. • Allows for a forecast of financial performance for the next year. • Allows for comparisons between actual and forecasted performance.	Annual with monthly monitoring	Yes	NA
Costing Food & Service	• Allows for an informed decision making about purchases and the continuation of products and	Daily	Yes	NA

	services.			
Revenue Received from Lunch and Breakfast	• Allows for the identification of major sources of revenue such as free, reduced-price, paid, a la carte, or other.	Daily	Yes	Yes
Revenue Received from Lunch and Breakfast	• Allows for the identification of major sources of revenue such as free, reduced-price, paid, a la carte, or other.	Daily	Yes	Yes
Balance Sheet: Illustrates the financial position of the account at a point in time.	• Allows for a comparison of current balances with balances at the end of the month of the prior year.	Monthly	Yes	NA
Profit & Loss Statement:	• Allows for identification and analysis of increases or decreased in participation	Weekly or Monthly	Yes	Yes

	or expenses. • Allows for identification of school making a profit or experiencing a loss. • Allows administrators to determine where key issues/problems exist.			
Statement of Changes: Show changes in working capital from year to year.	• Allows for the monitoring of net increases in working capital requirements.	Annually	No	No
Key Operating Percentages: Trends expenditures and revenues over time	Allows management and staff to monitor expenditures over time including. • Food cost % • Labor cost % • Other cost % • Break-even point • Inventory turnover • Participation rates	Monthly	Yes	Yes

	• Average daily labor costs • Average hourly labor costs			

Source: CISD Food Service.

Exhibit 7-4 shows CCISD and peer districts' Food Services revenue comparisons. CCISD ranked second lowest among peer districts for increases in revenues.

Exhibit 7-4
CCISD and Peer District Food Services Revenue Comparison
1995-96 through 1999-2000

District	1995-96	1996-97	1997-98	1998-99	Budget 1999-2000	Percent Change
Carrizo Springs	$878,363	$924,447	$966,580	$916,098	$1,120,242	28%
Cotulla	$394,339	$390,530	$433,465	$514,355	$490,000	24%
Devine	$399,008	$419,019	$512,834	$492,499	$485,000	22%
Crystal City	**$735,000**	**$770,845**	**$882,360**	**$893,436**	**$892,275**	**21%**
Pearsall	$828,575	$814,115	$894,228	$895,151	$858,769	4%

Source: Texas Education Agency AEIS 1995-96 - 1999-2000.

Exhibit 7-5 shows expenditures per student for CCISD and its peers. The district ranked second highest per student expenditures for 2000-01 and third lowest in percent change from 1996-97 through 2000-01.

Exhibit 7-5
CCISD and Peer District Expense per Student
1995-96-1999-2000

District	1996-97	1997-98	1998-99	1999-2000	2000-01	Percent Change
Carrizo Springs	$434	$490	$494	$571	$556	28%
Crystal City	**$423**	**$478**	**$489**	**$443**	**$453**	**7%**

Cotulla	$325	$348	$407	$374	$339	4%
Pearsall	$331	$367	$373	$359	$362	9%
Devine	$203	$236	$255	$407	$328	62%

Source: Texas Education Agency, AEIS 1996-97 through 1999-2000 and PEIMS 2000-01.

Exhibit 7-6 shows CCISD's actual financial information as reported to TEA. The information reflects the prior vendor's figures for the past five years and does not reflect the current in-house management.

Exhibit 7-6
CCISD Food Services Department
Actual Financial Information
1996-2000

	1996 Actual	1997 Actual	1998 Actual	1999 Actual	2000 Budget
Object					
Fund Balance	2,347	-	-	-	-
Revenues					
Food Sales	94,476	101,045	120,332	143,763	140,000
Other local revenue					
Federal & State	640,525	669,800	762,028	749,673	752,275
Total Expenditures	**735,001**	**770,845**	**882,360**	**893,436**	**892,275**
Payroll	222,573	233,749	277,127	299,447	376,888
Benefits	64,659	77,479	85,166	94,686	
Professional & contracted service	456,630	509,748	558,130	571,507	487,287
Supplies and Materials					
Food					
Commodities	44,841	31,890	41,746	49,130	
Other	3,066	5,356	4,979	3,059	53,700

Travel & subsistence				73	163	200
Depreciation						
Other						
Debt service						
Capital outlay	2,071	22,555	28,913		5,000
Total Expenditures	**793,840**	**880,777**	**996,134**	**1,017,992**	**923,075**
Profit and Loss	**$(58,839)**	**$(109,932)**	**$(113,774)**	**$(124,556)**	**$6,820**

Source: CCISD Food Services Department and TEA PEIMS 2000-01.

FINDING

While the district is improving its financial processes, CCISD is not generating regular reports such as a Statement of Changes. The Statement of Changes explains how the department acquires money and how it is spent. This statement also helps to identify financing needs and acts as a starting point to forecast future cash flows. A Statement of Changes report is necessary to make plans for capital spending, renovations and repairs. It allows the district to plan how to best spend excesses in its fund balance.

In 1999-2000, the Food Services operation experienced a budget shortfall of $6,820 (**Exhibit 7-6**). For 2000-01, the district budgeted approximately $950,000. The district terminated the management contract in hopes of reducing the losses of the past.

Recommendation 32:

Develop a reporting system to identify changes in working capital from year to year.

Creating a reporting system that allows the Food Services department to make informed decisions about equipment purchases and replacements to remain in compliance with the Texas Education Agency's requirements for expenditures.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The Business manager prepares a report of actual working capital funds.	January 2002

2.	The Business manager and the Food Services director meet to review the report.	January 2002
3.	The director of Food Services uses the report to plan for expenditures for capital equipment with time lines.	February 2002
4.	The director of Food Services submits the report to the Business manager for approval.	March 2002
5.	The director of Food Services and the Business manager use the report for accurate and detailed budgeting.	April 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 7
FOOD SERVICES

C. NUTRITION EDUCATION AND STUDENT MEAL PARTICIPATION

Nutrition services taking place within school districts are dynamic processes undergoing constant change as a result of evolving federal, state and local regulatory processes; advances in technology; demographic changes; societal and community expectations; new food product availability; participation in federal food commodities programs; strategies to maintain or increase the number of students; competition from vending and other food venues on school premises; high schools being classified as "open" or "closed" and the changing needs and tastes of students.

The American Dietetic Association, the Society for Nutrition Education and the American School Food Service Association (ASFSA) have developed a position statement outlining the need for comprehensive school-based nutrition programs and services for all the nation's elementary and secondary students.

It is important to evaluate the role that school meals play in helping students learn more effectively while improving their immediate and future health. There is consensus that school food and nutrition programs are important to learning readiness, health promotion and disease prevention. Childhood obesity has become the third most prevalent disease of children and adolescents in the United States. Many large districts view school meals as an integral part of the total education process and allocate money to ensure quality and maintain affordability. Policy decisions are made with the goal of providing all students the skills and environment they need to adopt healthy eating and dietary behaviors.

The federal School Meals Initiative mandates that CCISD meets the nutrient standards established by the USDA for fat and energy (caloric) content. The same initiative encourages food services departments to participate directly in nutrition education.

Five hundred and ninety eight schools in Texas-including schools in Austin, Houston and El Paso-are participating in the Coordinated Approach to Child Health ("CATCH") program that has been developed by the University of Texas School of Public Health in Houston. The program is a modular approach to nutrition and physical education curriculum. The TSFSA and Texas Dietetic Association 2001 State Legislative Platform is recommending support for the "CATCH" initiative, and it is supported by the Texas Medical Association, American

Heart Association, Texas School Health Association, Texas Pediatrics Society and the Texas Academy of Family Physicians.

TEA is recommending school districts train a team to take a careful look at the school's assets and barriers to healthy eating. This program and its implementation strategies are available through the Team Nutrition and the Food and Nutrition Service of the USDA.

The Region Service Centers, American Heart Association and Dairy Max have nutrition education programs for schools.

FINDING

The Food Services Department provides a variety of quality food items served in a comfortable surrounding for its students. While on site, the team observed meal service in all four schools, and students were observed eating fresh fruits and vegetables. The team reviewed several months of menus and ate lunch at two campuses. Students and teachers on a daily basis receive a variety of menu selections composed of healthy choices from the district's central kitchen. The district prepares a monthly menu and each menu is pre-cost which means that the district knows how much the individual menu item will cost to prepare and serve. Each menu is also approved by Region 20's dietician for nutritional adequacy and compliance.

In a focus group of students at Crystal City High School, students said the Food Services Department offers healthy foods, and all students said the staff is friendly.

COMMENDATION

CCISD provides appetizing, nutritious meals to students and faculty in an enjoyable environment.

FINDING

CCISD does not provide nutrition education as a component in a health education curriculum. While the district's monthly menu contains a message about the importance of breakfast to enhance learning and improve behavior, it is insufficient.

According to the Center for Disease Control and Prevention, healthy eating patterns in childhood and adolescence promote optimal childhood health, growth and intellectual development; prevent immediate health problems and may prevent long-term health problems, such as coronary heart disease, cancer and stroke. The Nutrition Education and Training

(NET) program, administered by the USDA, recommends in its strategic plan that by the year 2000 nutrition education should be a major component of child nutrition programs and offered in all schools. The American Dietetic Association, Society for Nutrition Education, and the American School Food Service Association issued a position statement on school-based nutrition programs that outlines programs and services that should be offered.

The Spring ISD Food Services has improved its nutrition education efforts by offering programs such as National School Breakfast and Lunch Week, 5-A-Day, Texas School Breakfast and Lunch Week, printed menus that include nutrition games and information and a Food Services department web site.

Within the School Lunch Program and the School Breakfast Program, USDA has implemented the School Meals Initiative for Healthy Children. USDA "recognizes the importance of encouraging children to accept meals with reduced fat content. Merely enacting policy will not accomplish change." This is why USDA established Team Nutrition to implement "Making Food Choices," a nutrition education, training and technical assistance program. The mission of Team Nutrition is to improve the health of children by creating innovative public and private partnerships that promote healthy food choices. In 1995, USDA awarded $4.4 million in Team Nutrition grants to enable states to expand training and technical assistance activities to local food service personnel. USDA also is working with the American Culinary Federation to share recipes and techniques in food service preparation with the school food service community.

Recommendation 33:

Provide nutrition education at all grade levels as a component of health education programs and coordinate nutrition education with the Food Services Department.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The director of Food Services develops a plan for implementing nutrition education in the CCISD schools.	November 2001
2.	The director of Food Services meets with the principals and presents the plan.	December 2001
3.	The new nutrition education program is adopted by the principals and is presented to the teachers in the schools.	January 2002
4.	The site leaders in each school serve as a resource for the	March 2002

	teachers and assist in scheduling education sessions.	
5.	The director of Food Services and principals evaluate the nutrition education program each quarter and make necessary changes.	May 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

CCISD's vending machines at all of the four school cafeterias are operating during meal service. The district's vending machines provide funding for school activities, but vending machines operating during the meal service is a direct violation of the Federal Competitive Food Policy. All were turned on for the duration of meal times and block lunch periods at all the campuses.

CCISD principals manage the vending machines in the schools. This year, one principal opens the vending machines before lunch, which is affecting lunch participation. Vending machines provide high fat, high sodium, low-protein and very high amounts of simple carbohydrate items that students eat in place of a nutritious lunch.

The Texas Education Agency's Administrator's Reference Manual, Section 16.1 states:

> *"School districts must establish rules or regulations as necessary to control the sale of foods in competition with meals served under the National School Lunch and School Breakfast Programs. Such rules and regulations shall prohibit the sale of foods of minimal nutritional value in the food service area during the breakfast and lunch periods. The restricted foods may be sold, at the discretion of local school officials, in other areas of the school campus throughout the school day."*

The Competitive Food Regulation restricts certain categories of food items including:

soda water or any carbonated beverage. No products shall be excluded from this definition because it contains discrete nutrients added to the food such as vitamins, minerals and protein.

- Water Ices - any frozen sweetened water such as Popsicles and flavored ice with the exception of products that contain fruit or fruit juices.
- Jellies and Gums - a mixture of carbohydrates made predominately from natural or synthetic gums and other ingredients that form an insoluble mass for chewing.
- Certain candies - any processed foods made predominately from sweeteners or artificial candy, jellies and gums, marshmallow candies, fondant, licorice, spun candy and coated popcorn.
- Soda Water - any carbonated beverage. No products shall be excluded from this definition because it contains discrete nutrients added to the food such as vitamins, minerals and protein.

The availability of vending machine products reduces food service revenue. It also makes less nutritional food readily available to students. The American School Food Service Organization (ASFSA) recognizes the impact vending machines have on student nutrition and supports the intent of the Better Nutrition for School Children Act of 1999. Additionally, ASFSA strongly urges an amendment to the proposed legislation that would completely eliminate soft drinks and foods of minimal nutritional value throughout the entire school campus until the end of the last lunch period of the day.

The ASFSA states in the Better Nutrition for School Children Act of 1999 Official Statement, that dramatic increases in direct competition during meal periods from soft drink and candy vending machines have resulted in some school cafeterias offering soft drinks and foods of minimal nutritional value as choices in addition to offering nutritious meals. The alternative is students purchasing these items from places on campus where there are no nutritious foods available.

The national Child Nutrition Program's Competitive Food Policy prohibits the sale of food by any other organization other than the Food Services Department during meal times. This prohibition includes the sale of fund-raising food items unless the foods are approved and purchased by the Child Nutrition program. The federal government provides definitions for restricted food items.

The Competitive Food Policy also designates the location and the hours of service for vending machines. Under this policy, vending machines with non-approved food items should be located outside of the cafeteria service area. If they are in the area, it is the school principal's responsibility to shut off the vending machines during student meal service.

In school districts where the Food Services Department manages the vending operations and contracts, the compliance issues are minimized.

Hours of service and approved food items are established according to TEA guidelines.

The team observed the impact vending machines has on the Food Service Department in the following ways:

- The team observed many students eating chips and drinking soft drinks from the vending machines instead of eating healthier foods from the cafeteria.
- In one elementary school, it was necessary for the cafeteria monitor to control the line at the vending machines due to the numerous children trying to purchase snacks.
- In the high school, the team conducted a focus group with 17 students about their eating habits and dietary preferences. Fifteen said they eat the federally reimbursable or Type A lunch on most days.
- All of the focus group children said they purchased either sodas or snacks from the vending machines on a daily basis. The average expenditure per student was $1.50 per day.

Recommendation 34:

Establish a district policy to control the sale of foods in competition with meals served under the National School Lunch and Breakfast Program.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The director of Food Services circulates a copy of the policy to all principals.	August 2001
2.	The director of Food Services prepares a report for the business manager and superintendent showing the lost revenues with the increases in vending revenues.	August 2001
3.	The board is informed of the lost revenues and the nutritional implications for the children.	August 2001
4.	The Competitive Food Policy as outlined by TEA is followed.	October 2001 and ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

CCISD's is not maximizing its breakfast participation. The district is reimbursed for each free and reduced-price breakfast that it serves. However, the district is not currently capturing those revenues because not all eligible students are taking part in the breakfast program.

Secondary students commented in focus groups that they did not have enough time to eat breakfast.

Other school districts use various methods for increasing participation. Extending breakfast times, offering a second breakfast program, grab and go sack breakfasts and adding new menu items are proven ways to increase participation. Galveston ISD has increased breakfast participation by 43 percent at the Alamo Elementary School by offering a free "Breakfast in a Bag" to all students regardless of economic status. The program ensures children start the day with a nutritious breakfast, which in-turn improves the student's ability to learn.

Exhibit 7-7 shows CCISD's breakfast participation compared to peer districts.

Exhibit 7-7
CCISD and Peer District Percentage
Of Breakfast Participation

District	1995-96	1996-97	1997-98	1998-99	1999-2000
Carrizo Springs	32%	32%	31%	33%	50%
Crystal City	**29%**	**29%**	**29%**	**30%**	**37%**
Cotulla	21%	18%	25%	28%	26%
Pearsall	26%	27%	26%	26%	26%
Devine	19%	16%	18%	15%	16%

Source: TEA Child Nutrition Program District Profiles 1995-96 through 1999-2000.

Recommendation 35:

Increase breakfast participation by increasing menu choices and expanding serving options.

By increasing breakfast participation, the district will receive necessary funds for the department. In addition, the times for the service of the breakfast should be evaluated to eliminate any barrier for participation.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The Food Services management staff evaluates participation in each school.	January 2002
2.	A pilot school is selected for a project to increase breakfast participation by 10 percent	January 2002
3.	Principals and teachers are encouraged to support efforts to increase participation.	February 2002
4.	The management staff evaluates efforts to increase participation.	March 2002
5.	The pilot program is refined and implemented throughout the district.	April 2002

FISCAL IMPACT

With a 7 percent increase in participation in four schools for breakfast, the increase in revenue would be $1,239 per month ($17,705 in average monthly revenue x .07 = $1,239). Reducing this amount by 49 percent for food costs of $607 ($37,231 average monthly food purchases / $75,836 average total monthly expenses = 49% food cost) will give Food Services a profit of $632 per month. In 9 months Food Services would realize $5,688 in additional profit for the year.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Increase breakfast participation by increasing menu choices and expanding serving options.	$5,688	$5,688	$5,688	$5,688	$5,688

D. FACILITIES AND MAINTENANCE

The State of Texas adopted the Federal Food Code in July of 1999. The code is a compendium of model food safety guidelines based on the current scientific information. The Federal Food Code provides a model by which state regulatory agencies' authorities may develop or update their own food safety and is endorsed by the United State Department of Agriculture's (USDA) Food Safety and Inspection Service and the Centers for Disease Control and Prevention. The code is used as a reference by more than 3,000 local and state regulatory agencies that oversee food safety in restaurants, grocery stores, nursing homes and other institutional and retail settings.

The review team conducted independent inspections of each of the kitchen facilities using the standards of the Federal Food Code. The team also used Serv® Safe guidelines, which are standards set by the National Education Foundation of the National Restaurant Association.

State, county or city health departments should conduct yearly sanitation and safety inspections. CCISD's last inspection was conducted in May of 2000.

FINDING

The CCISD's serving kitchens are old and do not comply with many of the Federal Food Code requirements. Because the county is not conducting regular inspections, the TSPR team conducted an inspection following the Federal Food Code Guidelines. The 25-year-old high school kitchen has limited serving space, some non-functioning equipment, missing ceiling, cracked floor tiles, and the two-compartment sink does not meet requirements. The district has ordered a three-compartment sink, which is required for proper washing and sanitizing of pots, pans and utensils.

The review team also inspected the central food production facility and found it to be within Federal Food Code requirements except for some maintenance and facility issues including a broken freezer door, and broken or missing floor tiles in storage areas.

One of the elementary schools does not have a rest room for employees, and some elementary school serving kitchens have some wooden surfaces.

In addition to posing a potential health hazard, the district is not in compliance with the federal Child Nutrition guidelines and could, therefore, potentially lose federal funding.

Recommendation 36:

Conduct a needs assessment to determine if upgrades are needed to meet all the Federal Food Code requirements.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The director of Food Services prepares an inventory of facilities that may need renovations, repairs or replacement.	September 2001
2.	The Business manager, director of Food Service and the director of Maintenance arrange for a needs assessment through bids if necessary.	October 2001
3.	The Business manager presents the results of the needs assessment to the superintendent.	December 2001
4.	The superintendent presents the renovation costs to the board for approval.	January 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Appendix A
TEACHER SURVEY

Demographic Data

TOTAL RESPONSES AS OF January 22, 2001			81			

1.	Gender (Optional)	Male	Female	No Response		
		49%	44%	6%		

2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	No Response
		4%	0%	84%	0%	4%	9%

3.	How long have you been employed by Crystal City ISD?	1-5 years	6-10 years	11-15 years	16-20 years	20+ years	No Response
		30%	11%	16%	15%	27%	1%

4.	What grade(s) do you teach this year (circle all that apply)?				

Pre-Kindergarten	Kindergarten	First	Second	Third
1%	1%	2%	3%	2%
Fourth	**Fifth**	**Sixth**	**Seventh**	**Eighth**
8%	8%	8%	9%	10%
Ninth	**Tenth**	**Eleventh**	**Twelfth**	
12%	13%	11%	12%	

A. SURVEY QUESTIONS

District Organization and Management

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
1. The school board allows sufficient time for public input	6%	38%	32%	14%	9%	1%

	at meetings.						
2.	School board members listen to the opinions and desires of others.	9%	46%	21%	16%	7%	1%
3.	School board members work well with the superintendent.	5%	52%	27%	9%	5%	2%
4.	The school board has a good image in the community.	2%	26%	31%	27%	10%	4%
5.	The superintendent is a respected and effective instructional leader.	11%	44%	20%	15%	7%	2%
6.	The superintendent is a respected and effective business manager.	9%	36%	31%	16%	6%	2%
7.	Central administration is efficient.	4%	40%	25%	25%	5%	2%
8.	Central administration supports the educational process.	5%	52%	22%	14%	5%	2%
9.	The morale of central administration staff is good.	4%	38%	43%	9%	4%	2%

B. Educational Service Delivery and Performance Measurement

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
10. Education is the main priority in our school district.	28%	41%	11%	10%	6%	4%
11. Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	12%	52%	14%	19%	1%	2%
12. The needs of the college-bound student are being met.	4%	33%	38%	17%	5%	2%
13. The needs of the work-bound student are being met.	6%	40%	33%	14%	4%	4%
14. The district provides curriculum guides for all grades and subjects.	7%	41%	14%	23%	12%	2%
15. The curriculum guides are appropriately aligned and coordinated.	6%	40%	22%	19%	11%	2%
16. The district's curriculum guides clearly outline what to teach and how to teach it.	1%	36%	21%	28%	11%	2%

17.	The district has effective educational programs for the following:					
	a) Reading	14%	51%	16%	14%	4%	2%
	b) Writing	11%	53%	17%	14%	2%	2%
	c) Mathematics	10%	52%	21%	12%	2%	2%
	d) Science	7%	38%	22%	23%	6%	2%
	e) English or Language Arts	9%	63%	14%	10%	1%	4%
	f) Computer Instruction	4%	37%	25%	22%	9%	4%
	g) Social Studies (history or geography)	6%	46%	25%	19%	2%	2%
	h) Fine Arts	6%	38%	26%	19%	7%	4%
	i) Physical Education	11%	57%	19%	10%	0%	4%
	j) Business Education	4%	33%	41%	16%	4%	2%
	k) Vocational (Career and Technology) Education	4%	46%	37%	9%	2%	2%
	l) Foreign Language	2%	36%	38%	15%	7%	1%
18.	The district has effective special programs for the following:					
	a) Library Service	7%	42%	22%	20%	7%	1%
	b) Honors/Gifted	6%	56%	15%	17%	4%	2%

and Talented Education						
c) Special Education	9%	49%	14%	20%	7%	1%
d) Head Start and Even Start programs	14%	47%	32%	2%	1%	4%
e) Dyslexia program	10%	57%	20%	9%	4%	1%
f) Student mentoring program	4%	31%	33%	25%	6%	1%
g) Advanced placement program	4%	42%	37%	12%	4%	1%
h) Literacy program	5%	36%	41%	14%	4%	1%
i) Programs for students at risk of dropping out of school	5%	28%	35%	22%	7%	2%
j) Summer school programs	14%	63%	11%	7%	4%	1%
k) Alternative education programs	12%	52%	20%	10%	5%	1%
l) "English as a second language" program	5%	54%	22%	12%	5%	1%
m) Career counseling program	2%	46%	30%	19%	2%	1%
n) College counseling program	2%	40%	38%	15%	4%	1%
o) Counseling the parents of	1%	31%	32%	27%	6%	2%

	students						
	p) Drop out prevention program	4%	31%	38%	17%	7%	2%
19.	Parents are immediately notified if a child is absent from school.	20%	54%	7%	12%	4%	2%
20.	Teacher turnover is low.	5%	30%	32%	26%	6%	1%
21.	Highly qualified teachers fill job openings.	7%	30%	25%	28%	6%	4%
22.	Teacher openings are filled quickly.	4%	33%	22%	28%	10%	2%
23.	Teachers are rewarded for superior performance.	2%	9%	25%	35%	28%	1%
24.	Teachers are counseled about less than satisfactory performance.	5%	38%	28%	19%	7%	2%
25.	Teachers are knowledgeable in the subject areas they teach.	14%	58%	14%	9%	2%	4%
26.	All schools have equal access to educational materials such as computers, television monitors,	1%	30%	15%	32%	19%	4%

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
	science labs and art classes.						
27.	The student-to-teacher ratio is reasonable.	5%	51%	20%	19%	5%	1%
28.	Classrooms are seldom left unattended.	27%	51%	16%	4%	1%	1%

C. Personnel

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
29.	District salaries are competitive with similar positions in the job market.	1%	15%	12%	37%	33%	1%
30.	The district has a good and timely program for orienting new employees.	2%	37%	30%	26%	4%	1%
31.	Temporary workers are rarely used.	1%	20%	36%	35%	7%	1%
32.	The district successfully projects future staffing needs.	4%	30%	31%	26%	9%	1%
33.	The district has an effective employee recruitment program.	1%	22%	32%	30%	14%	1%
34.	The district operates an effective staff	9%	46%	16%	21%	7%	1%

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
	development program.						
35.	District employees receive annual personnel evaluations.	27%	60%	7%	2%	1%	1%
36.	The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	2%	23%	21%	33%	16%	4%
37.	Employees who perform below the standard of expectation are counseled appropriately and timely.	4%	42%	31%	16%	6%	1%
38.	The district has a fair and timely grievance process.	7%	40%	32%	14%	6%	1%
39.	The district's health insurance package meets my needs.	5%	27%	14%	30%	23%	1%

D. Community Involvement

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
40.	The district	5%	59%	12%	17%	5%	1%

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
regularly communicates with parents.						
41. The local television and radio stations regularly report school news and menus.	11%	53%	7%	21%	6%	1%
42. Schools have plenty of volunteers to help student and school programs.	1%	22%	17%	40%	19%	1%
43. District facilities are open for community use.	4%	53%	19%	19%	5%	1%

E. Facilities Use and Management

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
44. The district plans facilities far enough in the future to support enrollment growth.	2%	40%	30%	22%	4%	2%
45. Parents, citizens, students, faculty, staff and the board provide input into facility planning.	4%	41%	22%	26%	6%	1%
46. The architect	1%	28%	56%	10%	4%	1%

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
	and construction managers are selected objectively and impersonally.						
47.	The quality of new construction is excellent.	5%	19%	26%	31%	17%	2%
48.	Schools are clean.	12%	57%	12%	11%	5%	2%
49.	Buildings are properly maintained in a timely manner.	6%	51%	16%	22%	4%	1%
50.	Repairs are made in a timely manner.	6%	37%	11%	37%	7%	1%
51.	Emergency maintenance is handled promptly.	10%	53%	17%	14%	4%	2%

F. Financial Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
52.	Site-based budgeting is used effectively to extend the involvement of principals and teachers.	5%	35%	31%	17%	9%	4%
53.	Campus administrators	7%	38%	35%	14%	4%	2%

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
	are well trained in fiscal management techniques.						
54.	Financial resources are allocated fairly and equitably at my school.	5%	27%	33%	23%	7%	4%

G. Purchasing and Warehousing

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
55.	Purchasing gets me what I need when I need it.	5%	22%	17%	38%	15%	2%
56.	Purchasing acquires the highest quality materials and equipment at the lowest cost.	5%	35%	31%	19%	6%	5%
57.	Purchasing processes are not cumbersome for the requestor.	4%	32%	36%	21%	5%	2%
58.	Vendors are selected competitively.	2%	40%	43%	7%	4%	4%
59.	The district provides teachers and administrators an easy-to-use standard list of supplies and	2%	35%	23%	28%	7%	4%

	Survey Questions						
	equipment.						
60.	Students are issued textbooks in a timely manner.	10%	51%	15%	12%	10%	2%
61.	Textbooks are in good shape.	5%	41%	12%	21%	19%	2%
62.	The school library meets the student needs for books and other resources.	5%	44%	14%	20%	15%	2%

H. Food Services

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
63. The cafeteria's food looks and tastes good.	6%	46%	15%	16%	15%	2%
64. Food is served warm.	6%	67%	11%	10%	4%	2%
65. Students eat lunch at the appropriate time of day.	10%	69%	7%	6%	5%	2%
66. Students wait in food lines no longer than 10 minutes.	9%	60%	9%	16%	4%	2%
67. Discipline and order are maintained in the school cafeteria.	11%	64%	7%	10%	5%	2%

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
68.	Cafeteria staff is helpful and friendly.	19%	63%	4%	9%	4%	2%
69.	Cafeteria facilities are sanitary and neat.	17%	68%	9%	2%	1%	2%

I. Safety and Security

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
70.	School disturbances are infrequent.	11%	60%	10%	11%	5%	2%
71.	Gangs are not a problem in this district.	26%	47%	14%	11%	0%	2%
72.	Drugs are not a problem in this district.	9%	30%	27%	20%	12%	2%
73.	Vandalism is not a problem in this district.	2%	21%	15%	41%	19%	2%
74.	Security personnel have a good working relationship with principals and teachers.	7%	48%	26%	14%	1%	4%
75.	Security personnel are respected and liked by the students they serve.	6%	43%	32%	15%	1%	2%
76.	A good working	10%	62%	20%	5%	1%	2%

	Survey Questions						
	arrangement exists between the local law enforcement and the district.						
77.	Students receive fair and equitable discipline for misconduct.	9%	48%	14%	15%	12%	2%
78.	Safety hazards do not exist on school grounds.	4%	36%	19%	32%	7%	2%

J. Computers and Technology

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
79.	Students regularly use computers.	6%	42%	4%	32%	15%	1%
80.	Students have regular access to computer equipment and software in the classroom.	2%	35%	4%	41%	17%	1%
81.	Teachers know how to use computers in the classroom.	5%	42%	15%	32%	4%	2%
82.	Computers are new enough to be useful for student instruction.	7%	47%	20%	19%	6%	1%
83.	The district meets student	5%	37%	15%	30%	11%	2%

	needs in classes in computer fundamentals.						
84.	The district meets student needs in classes in advanced computer skills.	4%	28%	28%	23%	15%	1%
85.	Teachers and students have easy access to the Internet.	4%	22%	16%	31%	26%	1%

Numbers may not add to 100 exactly due to rounding.

Teacher Survey Comments

- We are finally getting some direction and common focus district wide and not campus-by-campus. Hope this survey helps keep that going.
- I believe most teachers have their students' best interest at heart. However, at times administrators have their own agenda making it almost impossible to teach. We need a reading specialist to help the students that are behind. I wish we had a real library and a full time librarian. Currently we share our librarian with another campus even though our campus has over 700 students. This encompasses 6 different grades and the other campus has only 2. As for our library, it is next to the gym. The structure is constructed out of sheet metal and, since it's next to the gym, it can't help but be a loud place. It actually shares a thin sheet metal wall with the gym. You can just imagine the sounds that bombard the library when a ball hits that wall.
- I feel that the Crystal City ISD is doing a good job in educating our students, but I feel it's unfair to judge uncertified teachers with a piece of paper. There are many bad teachers with certification and many good teachers without one!
- Too much time spent teaching to TAAS. BSL program is not set up to meet needs of children. Special Ed. contains too many students whose needs are not met.
- Crystal City ISD is in a low economic area. This affects many areas of our district. The amount of money for materials, salaries (competitive) is not enough. Regardless, I believe we are attempting to provide the best education to our students that we can.
- Our schools are still under construction causing a problem with library access, computer accessibility, etc.
- CCISD is a small community with limited resources yet the end product produced by the district is being met even though we might lack money and equipment.
- Students are not motivated enough to continue education. Students are not prepared to go and succeed in college. Very few teachers are in the job because they care. The education system in CCISD should be student centered and not budget centered. Teachers do not follow appropriate modification plan on 504 or Spec. Ed. students. Teachers are not acknowledged for their performance.
- We seem to be too worried about: Sp. Ed. student with behavior problems, other student behavior and documentation of, TAAS performance, the ADA. New teachers and those with less than 3 years of service who may need more guidance are put in a sink or swim situation. Although many are trying, many in leadership position have personal problems which take from their

respectability but they continue in their positions (board to admin.).

- It really doesn't matter whether we've got certified teachers or not. Teachers can't teach because of the discipline problems.
- Teacher morale in some campuses is low. Some principals do not address teachers as professionals.
- There is at least progress being made with the new superintendent in the leadership role. There are a lot of questions on the survey that are being addressed and worked on as we fill this out. Take into consideration that everything takes time before progress can be made.
- Like almost everywhere in Texas, teachers here appear to be dedicated. Few seem to be complimented. Salaries are not as adequate as they could be. Teachers, however, will continue to be dedicated since most seem to like their job.
- We lack computer technicians to assist all school campuses in a timely manner. We have not received the Internet service yet at our elementary campus. Business office is almost always losing paperwork sent in. Nothing is done about meeting the needs of teachers in regard to stress management.
- We need computers and large computer room that all our students can use. One of our computer teachers doesn't have enough computers and the computer room isn't big enough.
- I believe that the CCHS District is trying hard to improve their educational performance of CCHS. I also believe that we worry more about requirements and demands by the state than by what our students are actually learning.
- GT stops at the sixth grade; drop out program is mention as a statistic; we have a new administration, a new summer program or APC. New administration, new salaries for certain individuals. Volunteers were once sought, especially at the Middle schools and elementaries, but it would be good to see this at the secondary level. There should always be someone with the district overseeing all construction projects to ensure the best quality work possible at a lower cost with the waste of materials or disappearing of materials.
- I believe teachers sincerely want to do a good job but do not have necessary equipment for example science chemistry has no propane gas therefore no labs are available for the students. We have spent many years trying to develop curriculum guide but to no avail. Teachers do not get to spend their money until the end of the year. Overall it is a good school but we need to work as a team. Counselors need to spend more time with students. An at-risk counselor is needed. Too much money is being spent on night janitors.

- Our district lacks in computer technology. Students' needs are not being met to make them competitive with area schools. Our students do not have an adequate science lab where students can perform lab assignments. Our district does not have enough textbooks so that each student can be checked out a textbook.
- The major problem in CCISD is that our student body usually predicts what type of discipline should be used with them. If we would adopt a zero tolerance policy our kids would understand our business as educators.
- With the construction still in process, our science lab has not been out in place. Once in place, there will be several computers for science use only. Also the science textbooks are in terrible shape. Many of the books are falling apart, and have been mistreated for years. The discipline at this school is nonexistent. Each of the separate departments has developed their own curriculum plan. The district did not provide us with one. There are many students who want to learn. It is our responsibility to provide for these students the best educational experience possible.
- Too many changes are being made and the school environment is not ready for it. New buildings caused more headaches that we were not prepared for.

Appendix B
DISTRICT ADMINISTRATIVE AND SUPPORT STAFF SURVEY

Demographic Data

TOTAL RESPONSES AS OF February 6, 2001	82

1.	Gender (Optional)	Male	Female	No Response
		26%	71%	4%

2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	No Response
		1%	0%	91%	0%	1%	6%

3.	How long have you been employed by Crystal City ISD?	1-5 years	6-10 years	11-15 years	16-20 years	20+ years	No Response
		0%	18%	10%	5%	40%	27%

4.	Are you a(n):	a. administrator	b. clerical staffer	c. support staffer (i.e., transportation, food services, etc.)	No Response
		23%	32%	23%	22%

5.	How long have you been employed in this capacity by Crystal City ISD?	1-5 years	6-10 years	11-15 years	16-20 years	20+ years	No Response
		0%	20%	9%	7%	26%	39%

A. SURVEY QUESTIONS

District Organization and Management

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
1. The school board allows sufficient time for public input at meetings.	20%	39%	22%	11%	5%	4%

	Survey Questions						
2.	School board members listen to the opinions and desires of others.	13%	46%	20%	16%	4%	1%
3.	The superintendent is a respected and effective instructional leader.	15%	37%	27%	12%	7%	2%
4.	The superintendent is a respected and effective business manager.	11%	34%	35%	15%	5%	0%
5.	Central administration is efficient.	9%	49%	24%	16%	1%	1%
6.	Central administration supports the educational process.	13%	55%	21%	11%	0%	0%
7.	The morale of central administration staff is good.	9%	46%	27%	15%	4%	0%

B. Educational Service Delivery and Performance Measurement

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
8.	Education is the main priority in our school district.	41%	35%	10%	9%	2%	2%
9.	Teachers are given an opportunity to	18%	44%	21%	11%	2%	4%

	suggest programs and materials that they believe are most effective.						
10.	The needs of the college-bound student are being met.	9%	43%	30%	13%	2%	2%
11.	The needs of the work-bound student are being met.	7%	44%	30%	17%	0%	1%
12.	The district has effective educational programs for the following:	15%	56%	17%	10%	1%	1%
	a) Reading	16%	55%	17%	7%	1%	4%
	b) Writing	16%	55%	15%	10%	1%	4%
	c) Mathematics	7%	49%	20%	21%	1%	2%
	d) Science	17%	59%	15%	7%	0%	2%
	e) English or Language Arts	13%	45%	24%	11%	4%	2%
	f) Computer Instruction	7%	56%	16%	16%	1%	4%
	g) Social Studies (history or geography)	11%	44%	21%	16%	2%	6%
	h) Fine Arts	15%	63%	13%	6%	0%	2%
	i) Physical Education	5%	37%	41%	11%	1%	5%
	j) Business Education	11%	48%	23%	12%	1%	5%
	k) Vocational	4%	40%	24%	17%	7%	7%

	(Career and Technology) Education					
	l) Foreign Language					
13.	The district has effective special programs for the following:	12%	59%	15%	12%	1%	1%
	a) Library Service	12%	63%	16%	5%	4%	0%
	b) Honors/Gifted and Talented Education	15%	48%	13%	10%	13%	1%
	c) Special Education	24%	56%	16%	1%	0%	2%
	d) Head Start and Even Start programs	21%	60%	13%	4%	1%	1%
	e) Dyslexia program	6%	35%	34%	16%	4%	5%
	f) Student mentoring program	10%	57%	21%	6%	4%	2%
	g) Advanced placement program	10%	55%	16%	10%	5%	5%
	h) Literacy program	12%	40%	20%	23%	4%	1%
	i) Programs for students at risk of dropping out of school	21%	60%	12%	4%	2%	1%
	j) Summer school programs	13%	41%	21%	16%	4%	5%
	k) Alternative	16%	57%	12%	7%	4%	4%

	education programs					
	l) "English as a second language" program	5%	51%	20%	18%	5%	1%
	m) Career counseling program	7%	40%	34%	13%	1%	4%
	n) College counseling program	5%	45%	22%	23%	4%	1%
	o) Counseling the parents of students	7%	30%	30%	23%	5%	4%
	p) Drop out prevention program	15%	56%	17%	10%	1%	1%
14.	Parents are immediately notified if a child is absent from school.	21%	56%	12%	5%	4%	2%
15.	Teacher turnover is low.	6%	26%	40%	18%	4%	6%
16.	Highly qualified teachers fill job openings.	11%	23%	21%	34%	9%	2%
17.	Teacher Openings are filled quickly.	2%	26%	27%	33%	6%	6%
18.	Teachers are rewarded for superior performance.	1%	21%	33%	28%	13%	4%
19.	Teachers are counseled about less than	4%	35%	40%	12%	4%	5%

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
	satisfactory performance.						
20.	All schools have equal access to educational materials such as computers, television monitors, science labs and art classes.	7%	44%	13%	23%	10%	2%
21.	The student-to-teacher ratio is reasonable.	12%	51%	20%	10%	5%	2%
22.	Students have access, when needed, to a school nurse.	26%	61%	4%	5%	4%	1%
23.	Classrooms are seldom left unattended.	18%	49%	17%	12%	1%	2%

C. Personnel

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
24. District salaries are competitive with similar positions in the job market.	0%	10%	17%	38%	29%	6%
25. The district has a good and timely program for orienting new employees.	4%	35%	26%	22%	9%	5%
26. Temporary workers are	1%	18%	34%	34%	6%	6%

	rarely used.						
27.	The district successfully projects future staffing needs.	4%	32%	33%	20%	9%	4%
28.	The district has an effective employee recruitment program.	1%	22%	38%	26%	11%	2%
29.	The district operates an effective staff development program.	9%	40%	30%	11%	6%	4%
30.	District employees receive annual personnel evaluations.	23%	63%	6%	2%	2%	2%
31.	The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	1%	26%	34%	18%	20%	1%
32.	Employees who perform below the standard of expectation are counseled appropriately and timely.	4%	29%	41%	20%	6%	0%
33.	The district has a fair and	9%	45%	28%	9%	10%	0%

	timely grievance process.						
34.	The district's health insurance package meets my needs.	1%	29%	18%	26%	23%	2%

D. Community Involvement

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
35.	The district regularly communicates with parents.	15%	54%	11%	16%	4%	1%
36.	Local television and radio stations regularly report school news and menus.	22%	56%	12%	6%	4%	0%
37.	Schools have plenty of volunteers to help student and school programs.	7%	30%	23%	24%	13%	1%
38.	District facilities are open for community use.	10%	38%	34%	12%	2%	4%

E. Facilities Use and Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
39.	Parents,	13%	39%	27%	17%	4%	0%

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
	citizens, students, faculty, staff and the board provide input into facility planning.						
40.	The architect and construction managers are selected objectively and impersonally.	5%	32%	43%	15%	6%	0%
41.	Schools are clean.	7%	59%	13%	16%	2%	2%
42.	Buildings are properly maintained in a timely manner.	6%	49%	18%	18%	6%	2%
43.	Repairs are made in a timely manner.	2%	37%	28%	21%	10%	2%
44.	Emergency maintenance is handled promptly.	10%	54%	20%	12%	2%	2%

F. Financial Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
45.	Site-based budgeting is used effectively to extend the involvement of principals and	10%	30%	38%	10%	11%	1%

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
	teachers.						
46.	Campus administrators are well trained in fiscal management techniques.	6%	40%	32%	13%	6%	2%
47.	The district's financial reports are easy to understand and read.	5%	44%	38%	7%	5%	1%
48.	Financial resources are allocated fairly and equitably at my school.	6%	28%	45%	12%	7%	1%

G. Purchasing and Warehousing

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
49.	Purchasing gets me what I need when I need it.	4%	39%	26%	23%	9%	0%
50.	Purchasing acquires high quality materials and equipment at the lowest cost.	2%	48%	34%	12%	4%	0%
51.	Purchasing processes are not cumbersome for the requestor.	4%	35%	32%	16%	7%	6%

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
52.	The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	2%	41%	27%	17%	11%	1%
53.	Students are issued textbooks in a timely manner.	10%	57%	21%	4%	6%	2%
54.	Textbooks are in good shape.	6%	56%	15%	10%	10%	4%
55.	The school library meets student needs for books and other resources.	12%	41%	20%	21%	4%	2%

H. Safety and Security

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
56.	Gangs are not a problem in this district.	27%	49%	11%	11%	1%	1%
57.	Drugs are not a problem in this district.	12%	30%	20%	30%	7%	0%
58.	Vandalism is not a problem in this district.	10%	13%	15%	46%	16%	0%
59.	Security personnel have a good working relationship with principals and	9%	44%	28%	15%	5%	0%

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
	teachers.						
60.	Security personnel are respected and liked by the students they serve.	7%	43%	34%	12%	2%	1%
61.	A good working arrangement exists between the local law enforcement and the district.	15%	56%	18%	6%	2%	2%
62.	Students receive fair and equitable discipline for misconduct.	10%	34%	16%	26%	13%	1%

I. Computers and Technology

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
63.	Students regularly use computers.	10%	48%	12%	21%	9%	1%
64.	Students have regular access to computer equipment and software in the classroom.	10%	50%	11%	23%	4%	2%
65.	Computers are new enough to be useful for student instruction.	12%	46%	28%	9%	4%	1%
66.	The district meets student	13%	51%	16%	16%	4%	0%

	needs in computer fundamentals.					
67.	The district meets student needs in advanced computer skills.	10%	46%	28%	9%	6%	1%
68.	Teachers know how to use computers in the classroom.	9%	24%	40%	20%	7%	0%
69.	Teachers and students have easy access to the Internet.	10%	28%	20%	28%	15%	0%

Numbers may not add to 100 due to rounding.

District Administrative and Support Staff Survey Comments

- In my opinion the special Ed. program needs help in improving and providing training and a higher pay scale for those in Special Ed. dept. for helping and developing disabled children cognitive social emotional gross fine motor skills to care & live in their environment.
- I believe Crystal City ISD educational performance will improve even more with the help of everyone in our community. I strongly believe we still need a different program to help the children having problems reading. What we have is good, but it needs to be tried differently, every student is different.
- Our educational programs could be better. They're better than 20 years ago when I was in High school.
- Crystal City ISD is the lowest paying district in this area. Too many people working for the district do not have college hours or do not meet the school standards policies. We need more friendly people and teachers that are willing to do for the students. The district should pay meals for the football players who go out of town. They send them home with only a sack lunch. That is not enough when you have to travel at 2:00 pm and come home at 11:00 pm. They deserve a hot meal.
- The District is presently working towards coordinating all instructional efforts. Decentralization was started last year and will continue. The present administration is taking strides to involve parents and the community.
- Need better technology with computers etc. in rooms especially in the English Dept.
- The Sp. Ed. Department needs better training and higher pay scales to better the education of the students.
- Need more resources in the computer and library departments.
- Students in critical areas (Sp. Ed., math, science) are being deprived of an effective educational experience. Positions are filled by temporary workers or someone without any experience or interest.
- Crystal City has a superb educational system with caring and very dedicated teachers. Hats off to our community, kids, and most of all, the educators who diligently and incessantly work to educate our kids for a better tomorrow, theirs and ours!
- CCISD, like any other school district, has it share of problems. Main concern is the recruitment, retention and appreciation of good, certified and career teachers.
- The Special ED program is the worst in our district. It is not handicap accessible. Students in wheel chairs have a hard problem to get around. Special ED teacher-aide have a low paying job. The pay is the lowest when you compare it to the surrounding schools

in our area. Please take a good look into the special ED dept and talk to the people that work there to take care of the kids.

- I am pleased with many improvements made this year. However, we still have much to work on. I feel that students need to realize that when they break rules or do wrong, there are negative consequences. There should more severe punishment. Also, maybe more money for the special ed/content mastery program, specifically for resources for students. Special education students need more materials to learn at their many different levels. Need new desks! Students constantly complain about the old, ugly furniture.

- (1) I strongly feel, we need a stronger district wide plan when it comes to training new comers or simply having the different campuses do the same thing as far as clerical goes. example: Registration, Record Keeping, transcripts district needs to use same forms! (2) Administration needs to get more involved with parents and students Administration should visit our schools all day not just 5 min. (3) We Desperately need a place for our severe "SPECIAL ED" students (4) Our Jr. High suffers from lack of $ we have no office furniture, NO computers in the classrooms Not enough gym equipment. WE have children who do not have dress-out clothes for gym class yet the school cannot provide for them!

- Generally, the Crystal City ISD has good educational programs for its students. Some school facilities could use some improvement. Some students at the high school are not allowed to take their chemistry books home. This creates a problem when students do homework or need to study for a test. One should concentrate on working together to meet the unique needs of all students. Stronger efforts should be made to ensure certified quality teachers for all students at all grade levels. Science labs are inadequate!

- I feel that our district provides our students many opportunities for success. Many programs are available to meet the needs of our students and staff.

- I feel that Crystal City ISD is just beginning to clarify and align the best curriculum needed for its student population. There are still several areas that need to be addressed: the shortage of certified teachers; integration of technology; basic coordination between the campuses; and district wide initiatives.

- The district does have many programs, but not all of them are effective. The district has several uncertified teachers, yet it just started rewarding $1,000 stipend only to teachers with a Master's degree in Ed. with a major in the area they are teaching, this exclude teachers with a Master's degree in Ed, but with a major in supervision, counseling, etc. The Health Insurance package is very expensive and pays only 70 percent with a $500.00 deductible. Drugs are a problem in this community.

- The unfocused direction by current Central Office Administration and the lack of educational leadership by the school board jeopardize our success.
- The educational performance has been great in the past years and we have been improving every year. Yet this school year, morale is low.
- Our district is a recognized district. Some principals feel that there is not enough support from central administration and that they are too eager to side with parents thus justifying their efforts at moving people around. Principals and assistant principal's confidence is being destroyed.
- Administration needs to recruit more qualified teachers. Better pay for teachers and administrators. Parents need to respect and follow chain of command.
- I really do not feel our district is in dire need of drastic changes. If it has achieved recognized status - great things have to be going on a daily basis. Thanks!
- My opinions on the district organization and management are as of this 2000-01 school year - We have worked hard to achieve the recognized status in spite of problems with the school board and the administration. I'm proud of our hard work. I would not have my son enrolled here, if I felt otherwise.
- At my campus all monies budgeted to one account are spent wisely. Everything on this campus is geared toward providing the best environment to students for student success.
- I feel that more programs should be created to meet students' needs. I feel that school hours should be flexible according to student needs. Support programs such as childcare, employment counseling and Social Services should be provided.
- We are moving in the right direction.
- I am extremely happy with the new administration which is focused on getting things in order so that our students can get the best possible education. Principals have not been cooperative.
- District currently going through administrative changes. This change has created problems due to some administrators not using good communication skills to relate the message. Communication is a definite concern in my opinion.

Appendix C
PARENT SURVEY

Demographic Data

TOTAL RESPONSES AS OF February 6, 2001	27

1.	Gender (Optional)	Male	Female	No Response
		19%	78%	4%

2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	No Response
		4%	0%	93%	0%	0%	4%

3.	How long have you lived in Crystal City ISD?	0-5 years	6-10 years	11 years or more	No Response
		19%	0%	67%	15%

4.	What grade level(s) do(es) you(r) child(ren) attend (circle all that apply)?				
	Pre-Kindergarten	Kindergarten	First	Second	Third
	5%	4%	12%	5%	12%
	Fourth	Fifth	Sixth	Seventh	Eighth
	5%	9%	9%	9%	9%
	Ninth	Tenth	Eleventh	Twelfth	
	2%	2%	12%	5%	

A. District Organization & Management

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
1. The school board allows sufficient time for public input at meetings.	11%	37%	37%	11%	4%	0%
2. School board members listen	19%	26%	33%	11%	11%	0%

	Survey Questions						
	to the opinions and desires of others.						
3.	The superintendent is a respected and effective instructional leader.	19%	59%	15%	4%	4%	0%
4.	The superintendent is a respected and effective business manager.	15%	59%	15%	7%	4%	0%

B. Educational Service Delivery and Performance Measurement

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
5. The district provides a high quality of services.	4%	56%	11%	19%	11%	0%
6. Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	11%	44%	37%	7%	0%	0%
7. The needs of the college-bound student are being met.	4%	33%	48%	15%	0%	0%
8. The needs of the work-bound student are being met.	4%	41%	37%	15%	0%	4%

9.	The district has effective educational programs for the following:					
	a) Reading	22%	63%	0%	11%	0%	4%
	b) Writing	19%	52%	7%	15%	0%	7%
	c) Mathematics	26%	52%	0%	15%	0%	7%
	d) Science	22%	41%	4%	22%	4%	7%
	e) English or Language Arts	22%	59%	4%	15%	0%	0%
	f) Computer Instruction	22%	48%	4%	19%	0%	7%
	g) Social Studies (history or geography)	19%	48%	4%	15%	7%	7%
	h) Fine Arts	19%	44%	15%	11%	4%	7%
	i) Physical Education	26%	59%	0%	7%	0%	7%
	j) Business Education	11%	26%	44%	15%	4%	0%
	k) Vocational (Career and Technology) Education	15%	15%	48%	15%	4%	4%
	l) Foreign Language	15%	22%	26%	26%	7%	4%
10.	The district has effective special programs for the following:					
	a) Library Service	26%	44%	0%	19%	4%	7%
	b) Honors/Gifted	22%	48%	11%	7%	4%	7%

and Talented Education						
c) Special Education	15%	59%	15%	4%	4%	4%
d) Head Start and Even Start programs	22%	44%	15%	4%	4%	11%
e) Dyslexia program	15%	41%	33%	7%	0%	4%
f) Student mentoring program	11%	22%	41%	15%	0%	11%
g) Advanced placement program	15%	37%	26%	7%	4%	11%
h) Literacy program	15%	33%	37%	4%	4%	7%
i) Programs for students at risk of dropping out of school	11%	7%	44%	22%	7%	7%
j) Summer school programs	37%	44%	11%	7%	0%	0%
k) Alternative education programs	26%	41%	19%	7%	0%	7%
l) "English as a second language" program	15%	37%	19%	19%	0%	11%
m) Career counseling program	4%	33%	33%	15%	4%	11%
n) College counseling program	11%	30%	33%	15%	0%	11%
o) Counseling the parents of	15%	33%	22%	15%	7%	7%

	students						
	p) Drop out prevention program	11%	11%	41%	19%	7%	11%
11.	Parents are immediately notified if a child is absent from school.	33%	52%	0%	4%	7%	4%
12.	Teacher turnover is low.	11%	30%	48%	11%	0%	0%
13.	Highly qualified teachers fill job openings.	19%	30%	15%	15%	22%	0%
14.	A substitute teacher rarely teaches my child.	19%	30%	30%	15%	7%	0%
15.	Teachers are knowledgeable in the subject areas they teach.	15%	48%	15%	15%	7%	0%
16.	All schools have equal access to educational materials such as computers, television monitors, science labs and art classes.	19%	33%	7%	26%	11%	4%
17.	Students have access, when needed, to a school nurse.	26%	52%	4%	11%	7%	0%
18.	Classrooms are seldom left	7%	37%	22%	26%	4%	4%

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
unattended.						
19. The district provides a high quality education.	11%	41%	7%	30%	11%	0%
20. The district has a high quality of teachers.	15%	22%	19%	22%	19%	4%

Community Involvement

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
21. The district regularly communicates with parents.	11%	44%	7%	30%	7%	0%
22. District facilities are open for community use.	4%	44%	26%	22%	4%	0%
23. Schools have plenty of volunteers to help students and school programs.	11%	19%	26%	30%	15%	0%

Facilities Use and Management

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
24. Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	4%	41%	33%	7%	11%	4%

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
25.	Schools are clean.	19%	59%	4%	15%	4%	0%
26.	Buildings are properly maintained in a timely manner.	22%	48%	7%	19%	4%	0%
27.	Repairs are made in a timely manner.	22%	22%	19%	22%	7%	7%
28.	The district uses very few portable buildings.	7%	56%	22%	11%	4%	0%
29.	Emergency maintenance is handled expeditiously.	11%	41%	30%	15%	4%	0%

Asset and Risk Management

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
30. My property tax bill is reasonable for the educational services delivered.	11%	30%	37%	19%	4%	0%
31. Board members and administrators do a good job explaining the use of tax dollars.	4%	30%	41%	22%	4%	0%

F. Financial Management

Survey Questions	Strongly	Agree	No	Disagree	Strongly	No

	Agree		Opinion		Disagree	Response
32. Site-based budgeting is used effectively to extend the involvement of principals and teachers.	0%	22%	67%	7%	4%	0%
33. Campus administrators are well trained in fiscal management techniques.	0%	26%	44%	19%	7%	4%
34. The district's financial reports are easy to understand and read.	0%	26%	48%	22%	4%	0%
35. Financial reports are made available to community members when asked.	0%	11%	59%	22%	7%	0%

G. Purchasing and Warehousing

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
36. Students are issued textbooks in a timely manner.	15%	59%	4%	15%	7%	0%
37. Textbooks are in good shape.	7%	56%	11%	11%	11%	4%

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
38. The school library meets student needs for books and other resources.	11%	48%	19%	11%	11%	0%

H. Food Services

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
39. My child regularly purchases his/her meal from the cafeteria.	15%	30%	7%	26%	15%	7%
40. The school breakfast program is available to all children.	67%	30%	0%	4%	0%	0%
41. The cafeteria's food looks and tastes good.	22%	33%	22%	11%	11%	0%
42. Food is served warm.	22%	52%	4%	4%	15%	4%
43. Students have enough time to eat.	26%	33%	4%	15%	19%	4%
44. Students eat lunch at the appropriate time of day.	15%	56%	7%	4%	19%	0%
45. Students wait in food lines no longer than 10 minutes.	7%	37%	37%	4%	15%	0%

		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
46.	Discipline and order are maintained in the school cafeteria.	15%	56%	11%	11%	7%	0%
47.	Cafeteria staff is helpful and friendly.	30%	48%	15%	0%	7%	0%
48.	Cafeteria facilities are sanitary and neat.	19%	56%	11%	7%	7%	0%

I. Transportation

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
49.	My child regularly rides the bus.	7%	7%	30%	30%	22%	4%
50.	The bus driver maintains discipline on the bus.	7%	15%	56%	7%	7%	7%
51.	The length of the student's bus ride is reasonable.	4%	22%	59%	11%	0%	4%
52.	The drop-off zone at the school is safe.	19%	30%	30%	19%	0%	4%
53.	The bus stop near my house is safe.	7%	15%	67%	7%	0%	4%
54.	The bus stop is within walking distance from our home.	11%	19%	52%	11%	4%	4%

	Survey Questions						
55.	Buses arrive and depart on time.	7%	26%	52%	11%	0%	4%
56.	Buses seldom break down.	4%	19%	56%	15%	4%	4%
57.	Buses are clean.	7%	33%	44%	11%	0%	4%
58.	Buses arrive early enough for students to eat breakfast at school.	15%	33%	44%	4%	0%	4%
59.	Bus drivers allow students to sit down before taking off.	15%	22%	56%	0%	4%	4%
60.	The district has a simple method to request buses for special events.	7%	26%	56%	4%	4%	4%

J. Safety and Security

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
61.	Students feel safe and secure at school.	7%	56%	7%	15%	11%	4%
62.	School disturbances are infrequent.	22%	37%	19%	19%	4%	0%
63.	Gangs are not a problem in this district.	19%	41%	19%	19%	4%	0%
64.	Drugs are not	7%	26%	22%	26%	19%	0%

		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
	a problem in this district.						
65.	Vandalism is not a problem in this district.	11%	11%	19%	37%	22%	0%
66.	Security personnel have a good working relationship with principals and teachers.	15%	41%	33%	7%	4%	0%
67.	Security personnel are respected and liked by the students they serve.	11%	44%	33%	4%	4%	4%
68.	A good working arrangement exists between the local law enforcement and the district.	15%	44%	26%	15%	0%	0%
69.	Students receive fair and equitable discipline for misconduct.	11%	52%	7%	7%	15%	7%
70.	Safety hazards do not exist on school grounds.	7%	22%	26%	22%	15%	7%

K. Computers and Technology

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response

71.	Teachers know how to teach computer science and other technology-related courses.	7%	44%	22%	22%	4%	0%
72.	Computers are new enough to be useful to teach students.	11%	48%	15%	22%	4%	0%
73.	The district meets student needs in computer fundamentals.	11%	41%	19%	22%	7%	0%
74.	The district meets student needs in advanced computer skills.	15%	26%	30%	22%	7%	0%
75.	Students have easy access to the Internet.	15%	22%	19%	33%	11%	0%

Numbers may not add to 100 due to rounding.

Parent Survey Comments

- I sometimes feel that I am not kept informed about how my child is doing in school.
- Facilities are a problem in the district. Restrooms, water heaters and the cafeterias all need repairs.
- High School Counselors need to encourage and motivate the students in taking exams early and excel in testing in order to prevent "remedial courses" upon enrollment to area colleges and universities. Parents need to be "drafted" to participate in campus functions and activities, volunteers are few or the same ones. Grounds maintenance is needed to enhance the looks & pride of the students. (1) Board meeting - never received memo, or close to the public (2) Sub Teacher - Should have work-shop regarding "TAAS" so they could help our students with their work (Before hiring make sure they are qualified) (3) Jr. high student do not have discipline, students use more vulgar language than adults do, disrespect teachers, and when a child/student is involve in a fight, administration or teachers don't even bother to call parent until its to late. There are too many bullies because of the lack of discipline among teachers, administrators, and students.
- My opinion is that our children are being robbed of a good education. Not enough good teachers in our schools we have a lot of permanent sub-teachers who do not have the experience or the degree to teach, too many young teachers not responsible enough to dedicate themselves to teaching. Teachers are giving up to soon on our youth. I also feel that because of lack of money our schools suffer.
- To much emphasis is put on athletics. The district needs to put/pay more attention to the academic needs of the child.
- I feel that the school needs more friendly teachers and the teachers need to be more loving and understanding to children and helpful to children and if parents or aunt, or uncle, or any family member want to be a volunteer they should let them help. And in the cafeteria the cooks need to be more friendly with the parent volunteer.
- Please look into Lunch Time arrival and length of time 3rd Graders "have time to eat". Especially the last classes to eat.
- I can't understand why buses can pick up students in the morning but can't leave them off in the afternoon.
- Students should have more computer skills, better skilled teachers, substitutes with an education, better lunch and served at 12:30.
- Students are not given enough time to eat.

Appendix D
STUDENT SURVEY

Demographic Data

TOTAL RESPONSES AS OF February 6, 2001	48

1.	Gender (Optional)	Male	Female	No Response
		38%	60%	2%

2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	No Response
		0%	0%	96%	0%	0%	4%

3.	What is your classification?	Junior	Senior	No Response
		63%	35%	2%

A. Educational Service Delivery and Performance Measurement

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
1.	The needs of the college-bound student are being met.	4%	52%	21%	21%	0%	2%
2.	The needs of the work-bound student are being met.	8%	46%	29%	8%	6%	2%
3.	The district has effective educational programs for the following:						
	a) Reading	10%	46%	23%	17%	2%	2%
	b) Writing	19%	65%	6%	8%	0%	2%
	c) Mathematics	21%	63%	6%	6%	2%	2%
	d) Science	8%	35%	25%	23%	6%	2%
	e) English or	23%	60%	10%	4%	2%	0%

	Language Arts						
	f) Computer Instruction	23%	50%	10%	13%	0%	4%
	g) Social Studies (history or geography)	17%	58%	17%	6%	0%	2%
	h) Fine Arts	4%	44%	27%	19%	2%	4%
	i) Physical Education	10%	52%	29%	6%	2%	0%
	j) Business Education	6%	21%	38%	19%	10%	6%
	k) Vocational (Career and Technology) Education	13%	40%	25%	15%	4%	4%
	l) Foreign Language	15%	44%	13%	21%	6%	2%
4.	The district has effective special programs for the following:						
	a) Library Service	6%	54%	27%	10%	2%	0%
	b) Honors/Gifted and Talented Education	10%	50%	21%	15%	2%	2%
	c) Special Education	13%	58%	23%	4%	0%	2%
	f) Student mentoring program	4%	17%	35%	25%	15%	4%
	g) Advanced placement program	19%	60%	8%	10%	2%	0%
	m) Career counseling	6%	33%	29%	23%	6%	2%

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
	program						
	n) College counseling program	10%	31%	25%	25%	6%	2%
5.	Students have access, when needed, to a school nurse.	17%	48%	10%	23%	2%	0%
6.	Classrooms are seldom left unattended.	4%	31%	27%	29%	8%	0%
7.	The District provides a high quality of education.	8%	21%	31%	35%	4%	0%
8.	The district has a high quality of teachers.	8%	21%	23%	33%	10%	4%

B. Facilities Use and Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
9.	Schools are clean.	10%	65%	8%	17%	0%	0%
10.	Buildings are properly maintained in a timely manner.	17%	50%	15%	19%	0%	0%
11.	Repairs are made in a timely manner.	4%	31%	21%	31%	13%	0%
12.	Emergency maintenance is handled promptly.	6%	52%	23%	15%	4%	0%

C. Purchasing and Warehousing

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
13. There are enough textbooks in all my classes.	6%	8%	4%	44%	38%	0%
14. Students are issued textbooks in a timely manner.	6%	38%	13%	35%	8%	0%
15. Textbooks are in good shape.	2%	10%	15%	40%	33%	0%
16. The school library meets student needs for books and other resources.	17%	46%	8%	17%	13%	0%

D. Food Services

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
17. School breakfast program is available to all children.	54%	44%	0%	2%	0%	0%
18. The cafeteria's food looks and tastes good.	8%	17%	23%	27%	25%	0%
19. Food is served warm.	15%	50%	8%	25%	2%	0%
20. Students have enough time to eat.	33%	48%	2%	10%	4%	2%

#	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
21.	Students eat lunch at the appropriate time of day.	21%	54%	4%	13%	4%	4%
22.	Students wait in food lines no longer than 10 minutes.	8%	44%	13%	31%	4%	0%
23.	Discipline and order are maintained in the school cafeteria.	10%	38%	21%	25%	6%	0%
24.	Cafeteria staff is helpful and friendly.	46%	50%	0%	4%	0%	0%
25.	Cafeteria facilities are sanitary and neat.	29%	54%	10%	6%	0%	0%

E. Transportation

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
26. I regularly ride the bus.	10%	2%	25%	25%	33%	4%
27. The bus driver maintains discipline on the bus.	10%	15%	63%	8%	0%	4%
28. The length of my ride is reasonable.	8%	10%	73%	4%	0%	4%
29. The drop-off zone at the school is safe.	10%	31%	48%	4%	4%	2%

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
30.	The bus stop near my house is safe.	10%	8%	77%	0%	0%	4%
31.	The bus stop is within walking distance from my home.	6%	6%	79%	2%	2%	4%
32.	Buses arrive and leave on time.	6%	8%	75%	2%	4%	4%
33.	Buses arrive early enough for students to eat breakfast at school.	13%	23%	56%	2%	0%	6%
34.	Buses seldom break down.	4%	13%	69%	4%	6%	4%
35.	Buses are clean.	8%	15%	67%	2%	2%	6%
36.	Bus drivers allow students to sit down before taking off.	6%	27%	58%	2%	0%	6%

F. Safety and Security

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
37.	I feel safe and secure at school.	21%	50%	19%	6%	0%	4%
38.	School disturbances are infrequent.	6%	44%	25%	21%	0%	4%
39.	Gangs are not a problem in this district.	25%	52%	17%	2%	0%	4%

	Survey Questions						
40.	Drugs are not a problem in this district.	2%	27%	13%	29%	25%	4%
41.	Vandalism is not a problem in this district.	2%	10%	8%	46%	29%	4%
42.	Security personnel have a good working relationship with principals and teachers.	13%	48%	25%	6%	4%	4%
43.	Security personnel are respected and liked by the students they serve.	6%	42%	23%	13%	10%	6%
44.	A good working arrangement exists between the local law enforcement and the district.	6%	38%	42%	4%	4%	6%
45.	Students receive fair and equitable discipline for misconduct.	6%	38%	17%	21%	13%	6%

G. Computers and Technology

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
46. Safety hazards do not exist on school grounds.	4%	15%	27%	38%	10%	6%

47.	Students have regular access to computer equipment and software in the classroom.	6%	29%	2%	44%	13%	6%
48.	Teachers know how to use computers in the classroom.	10%	38%	19%	23%	4%	6%
49.	Computers are new enough to be useful for student instruction.	15%	44%	17%	10%	8%	6%
50.	The district meets student needs in computer fundamentals.	6%	27%	10%	38%	13%	6%
51.	The district meets student needs in advanced computer skills.	6%	25%	21%	27%	15%	6%
52.	Teachers and students have easy access to the Internet.	15%	38%	10%	27%	4%	6%

Student Survey Comments

- I just think that our counselor needs to spend more time with each individual more.
- I feel we have a decent educational program at Crystal City ISD. I do personally can say that most other schools do have advantages with technology, variety of classes, facilities, and better qualified teachers. There are many things that can change, but over all it works.
- I feel more money can be put into our education instead of money to buy furniture for the Central Office. I think those whatever number of odd dollars should be spent on equipment for the Science & Computer departments. I'm sure the students would appreciate the learning experience from a new computer, rather than know that at least our school officials are sitting comfortably in a new chair. By the way the school could use new dissecting tools. (They don't look too safe) (That's my honest opinion.)
- I feel that a lot more money could be put into our science department. Buying new equipment for this department is essential. Another problem is that we lack computers in our classrooms.
- I feel that we should have courses that will be useful for the career that a student wants to go in. We have good college basic courses for example; college government, college English, and intro to health. A lot of our teachers are unfair and negative.
- Personally, I believe that there are some unqualified employees in our school because of their teaching ability and negative criticism. I would also like to say that our school is not up to date with education. There are no science labs & barely enough science books. Our school could start using money towards education instead of sports. Thank You!
- My only problem about our district is that we do not have proper equipment for our science & lab classes. I plan to major in medicine when I go to college, and I feel I haven't been properly prepared for college in this subject. Also, more access to the Internet would be helpful, along with more college duel-credit courses.
- I feel we don't have enough computers in our computer class. We usually have to share computers for the fact that the school doesn't want to buy enough computers for everyone to have use.
- The only thing I don't like about my school is that we don't have enough. Enough: books, lab facilities, lab equipment etc.
- I think the educational performance of Crystal City High School could do much better than this.
- I just want to bring it to your attention that we should get better food in our school grounds.

- Well, to start off, I think that we are becoming unaware of things that happen during the weekend. Like wanna-be-gangs who come to our field house and spray paint the walls, but other wise the school is doing better.
- Well it's all right but in lunch they serve the same food every single day. But other than that it's O.K. We need younger and educated teachers. Good Looking too.
- The discipline and school staff are fine. We just need more equipment, for example, computers or a lab for Chemistry and Anatomy.
- Our science department lack a great amount of equipment to be taught correctly. I would say more computers are needed at this school and more efficient library books are needed. They would come in handy when doing a research paper. A VARIETY of different books are needed.
- The educational performance could be much better. Favoritism exists strongly in this school. And the people who make the rules for this school are rather corrupt.
- Guess all its ok.
- The cafeteria food is ugly and vandalism in restrooms is getting worse. Teachers are improving a lot and teachers help students a lot more.
- I believe that we should have a lot more teachers that ARE certified to teach.
- I strongly believe, this school is one of the top schools because of its teachers and fine facilities.
- Many teacher are not qualified to teach and do not have the certificate or knowledge to teach the profession they are in. Therefore as a result the educational program, as a whole is weak.
- Our educational performance could be better. I believe we do not have enough funds to supply the students with all the resources we need.
- I feel that we really need more computer labs and especially science labs, because I feel that we are not being exposed to different kinds of labs and projects that we should be. The same for our computer labs, we need more. In my BC's class there always are at least 2-3 people that don't have a computer.
- The teachers are nice and understanding. Some make it hard for you to understand them. The food could have come improvement. We also need to have easier access to computers. Not all my classes have computer that the students can use. They might but the computers don't work.
- Personally I think that this school is an ok school but our dress code in out of our way. I feel that we should be let to wear what we feel comfortable in and to a certain point. I also think (3) earrings aren't disturbing.