

Culberson County-Allamoore Independent School District



LEGISLATIVE BUDGET BOARD

JUNE 2006



LEGISLATIVE BUDGET BOARD

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June 30, 2006

Ms. Anne Pemberton
Superintendent Culberson County-Allamoore Independent School District

Dear Ms. Pemberton,

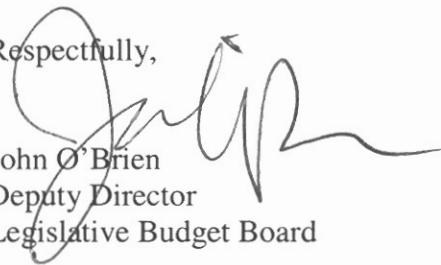
The attached report reviews the management and performance of the Culberson County-Allamoore Independent School District's (CCAISD's) educational, financial, and operational functions.

The reports recommendations will help CCAISD improve its overall performance as it provides services to students, staff, and community members. The report also highlights model practices and programs being provided by CCAISD.

The staff of the Legislative Budget Board appreciates the cooperation and assistance that your staff and MGT of America, Inc., with assistance from Resources for Learning, Inc., provided during the preparation of this report.

The report is available on the LBB website at <http://www.lbb.state.tx.us>.

Respectfully,


John O'Brien
Deputy Director
Legislative Budget Board

cc: Ruben Robledo
Joe Morales
Guadalupe Alvarado, Jr.
Omar Ortega
Andy Maldonado
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EXECUTIVE SUMMARY

Culberson County-Allamore Independent School District's (CCAISD's) school review report noted six accomplishments within the district's operations and made more than 88 recommendations for improvement. The following is a summary of the significant and noteworthy accomplishments and findings that resulted from the review. A copy of the full report can be found at www.lbb.state.tx.us.

SIGNIFICANT ACCOMPLISHMENT

- CCAISD uses a series of successful recruitment strategies to address the problem of teacher attrition.

SIGNIFICANT FINDINGS

- The district lacks comprehensive Campus Improvement Plans (CIPs) and a District Improvement Plan (DIP) that create effective planning and program evaluation.
- The district lacks adequate policies, funding, staff, or materials to effectively serve English Language Learner (ELL) students.
- The board lacks a policy that ensures board attendance is monitored and reported to the public prior to school board elections.
- Leadership from district and school-level administration is inconsistent and sometimes unsupportive, lacking administrative orientation, team building, and ongoing team maintenance.
- CCAISD lacks an effective budget process, a procedures manual for completing the budget process, a comprehensive budget calendar, written instructions for budget planning, or involvement of site-based decision-making committees.
- CCAISD business manager/investment officer is not in compliance with training hours as required under the Public Funds Investment Act (PFIA), and has not filed a statement disclosing any personal relationships with the business organization with which the district maintains its investments.
- CCAISD lacks an investment process with strategies to maximize investment opportunities.
- CCAISD is not in compliance with board policy CLA (LOCAL) that ensures security procedures are implemented.

- CCAISD lacks a systematic plan to train staff regarding safety issues.
- CCAISD lacks an updated technology plan or a planning committee represented by all district stakeholders as required by the Texas Education Agency (TEA).
- CCAISD incorrectly reports the amount of employees' earnings to the Internal Revenue Service (IRS) and the Teacher Retirement System (TRS).
- CCAISD lacks a standardized process for interviewing applicants for school principal vacancies.
- CCAISD's Food Services Department lacks a plan in place to monitor or analyze excessive food costs.

SIGNIFICANT RECOMMENDATIONS

Recommendation: Revise the district's CIPs and DIP to include strategies that specifically include more effective planning and program evaluation. The district lacks comprehensive Campus Improvement Plans (CIPs) and a District Improvement Plan (DIP) that create effective planning and program evaluation. Campus Improvement Plans (CIPs) and the District Improvement Plan (DIP) are nearly identical and the CIPs lack data-driven analysis and details about goals, objectives, and steps that will help the campuses and district attain their goals. Some of the goals in the CIPs and DIP appear to be unattainable and lack appropriate supporting strategies. For example, Goal 1 states that all campuses will receive a Recognized rating in 2005–06 and an Exemplary rating in 2006–07. The plans also lack an evaluation component or any success indicators and timelines for implementation are vague. CCAISD should revise its CIP and DIP writing process and use a model from other high achieving districts of similar size. CCAISD also should include administrators in CIP and DIP development to create buy-in and unity across all school levels. The plans should include the evaluation of academic programs and compensatory education programs.

Recommendation: Increase funding for the English Language Learner (ELL) program to help provide the necessary tools to assist students in closing performance gaps. The district does not have adequate policies, funding, staff, or materials to effectively serve ELL students. CCAISD spends \$22,042 on ELL students or \$33

per student, compared to an average of \$224 statewide, and \$167 per peer student. In addition, many teachers in the district are not appropriately certified to assist ELL students. The program also lacks sufficient textbooks and in some cases teachers indicated that they have resorted to using sample textbooks received at conferences. District ELL students scored 11 percent passing in math, the state's assessment instrument and 32 percent in reading/English language arts compared to the state average of 50 percent and 35 percent respectively. ELL junior high students are also lagging behind in the federal accountability system of No Child Left Behind (NCLB) and received a "Missed AYP" Adequate Yearly Progress rating. The 2004–05 scores for ELL reading were 41 percent passing compared to the national AYP standard of 53 percent and 30 percent passing in math compared to the national standard of 42 percent. Increased funding should be used to help all teachers seek English as a Second Language (ESL) certification, improve ESL programs at the junior high and high school levels, purchase supplies at all levels and evaluate ESL services.

Recommendation: Adopt a policy which requires board attendance be announced to the public annually at the same time compliance with board training is announced. The board lacks a policy that ensures board attendance is monitored and reported to the public before school board elections to ensure that all constituents' interests are represented. Records indicate that at least two board members did not attend board meetings on a regular basis from July 1, 2004 through October 20, 2005. Of the 31 meetings held during that period, one board member was absent 21 times and a second board member was absent 15 times. In addition, various other board members were absent 11 times each. Each board member should personally evaluate their commitment to constituents and determine if, based on personal concerns and obligations, they are able to consistently attend board meetings to ensure representation of all constituents. The board should adopt a policy that requires it to announce board attendance to the public annually at the same time it announces compliance with board training.

Recommendation: Institutionalize an orientation process for campus administrators and other members of the superintendent's administrative cabinet. Leadership from district and school-level administration is inconsistent and sometimes unsupportive. Lack of leadership has resulted in a lack of administrator support for professional development endeavors and curriculum

development, low morale among classroom teachers, and no clear chain of command or procedures for communication between teachers and administrators, and school officials and parents. There is no formal orientation process to ensure administrators work as a team to understand policies, procedures, and institutional practices. There is a perception on the part of principals that each campus operates as a separate entity and, as a result, the students and teachers are subject to different rules and procedures from campus to campus. This process should include a day-long "retreat" prior to the beginning of the school year for team building activities. In addition, this retreat should include a review of policies and procedures including any changes resulting from a legislative session, and sharing campus plans with time to plan for mutual campus support. Time should be set aside at least twice during the school year for team maintenance activities and generic professional development. The district should also create a schedule for regularly held cabinet meetings, which are for maintaining regular operational and instructional communication.

Recommendation: Develop a budget process that includes stakeholder training, a budget manual, and a comprehensive budget calendar. CCAISD lacks an effective budget planning process, a procedures manual for completing the budget process, a comprehensive budget calendar, written instructions for budget planning, or involvement of site-based decision-making committees. The district appears to use a top-down approach to budgeting. For example, the business manager prepares the payroll budget and does not share it with principals or other budget managers. The manager determines the budget by taking the prior year's budget and making incremental adjustments when needed. In addition, the district lacks a budget calendar. The superintendent and the business manager should develop a plan on budget training for the board and administrators. They should also work to develop and publish a budget calendar, budget guidelines, determine district revenues, and work with all parties to determine expenditures. Finally the business manager should prepare presentations and handouts for the board, citizens, and district personnel regarding the budgeting process.

Recommendation: Comply with training related to responsibilities under the Public Funds Investment Act (PFIA) and file a statement with the Texas Ethics Commission related to relationships with the "investment firm." CCAISD's business manager/

investment officer is out of compliance with training hours as required under the Public Funds Investment Act (PFIA), and has not filed a statement disclosing any personal relationships with the business organization with which the district maintains its investments. The investment officer must attend an investment training session not less than once during a two-year period and receive no less than 10 hours of instruction relating to investment responsibilities from an independent source approved by the board or a designated investment committee. (Government Code 2256.008 (a). The superintendent should ensure that the business manager/investment officer complies with PFIA's training requirements and should ask that a statement with the Texas Ethics Commission be filed immediately related to relationships with the "investment firm" to ensure that the district obtains maximum investment results.

Recommendation: Establish internal procedures to diversify and maximize investment earnings by investing in appropriate investment instruments. CCAISD lacks an investment process with strategies to maximize investment opportunities. All of the district's "investments" are in eight accounts at Van Horn State Bank; the only bank within the district. The district invests exclusively in CDs from the depository bank, with various maturity dates and lacks a depository agreement that explicitly states a rate for the CDs. The month-end balances for the September 2004 through August 2005 time frame indicate balances ranging from \$2.3 million to \$4.5 million. In addition, CCAISD did not establish a relationship with an investment pool or broker that would allow the district to invest in alternative authorized investments that can increase their yield on various investments. The business manager should review the activities in the accounts for the past year and develop procedures to limit the amount of cash in the district's operating accounts while providing adequate resources to pay checks as they are presented for payment. In addition, the business manager should investigate investing in an appropriate investment pools or other low-risk investments that return a higher yield.

Recommendation: Develop and implement security procedures according to board policy CLA (LOCAL), to ensure that the buildings and vehicles are safe and secured when unoccupied. CCAISD is not in compliance with board policy CLA local that ensures security procedures have been implemented for district buildings and vehicles. The area between the transportation and maintenance building and adjoining school grounds does not have a barrier

fencing to prevent students from entering the transportation and maintenance building when it is unoccupied and unlocked. In addition, the transportation/maintenance buildings and the Discipline Alternative Education School (Delaware building) contain broken and unused equipment that are potentially dangerous, creating a situation for injury or a fire hazard. The district administration should develop and implement security procedures to ensure that the transportation and maintenance building and vehicles are secured when unoccupied in accordance to board policy. Ensuring a safe environment for students while securing district property, equipment and materials is a high priority and an expectation of the parents and the community.

Recommendation: Develop a plan for the systematic training of staff in school violence, legal issues, bomb threat assessment, essential emergency and crisis responses, and other safety and security matters. CCAISD lacks a systematic plan to train staff regarding safety issues. While the district's 2001–02 Crisis Management Plan is being updated, the draft still does not contain a reference for providing organized training to personnel. Staff are not aware of procedures in the event of an emergency such as a bomb threat, weapons discharge, natural disaster and/or evacuation. The current practice could result in inappropriate crisis management and responses in emergency situations that could result in student and personnel injury or death. CCAISD should develop a plan for the systematic training of personnel in school violence, legal issues, bomb threat assessment, essential emergency and crisis responses, and other safety and security matters as a major step in ensuring a safe and secure learning environment and that all personnel have the knowledge to properly respond to critical situations.

Recommendation: Modify, review, and update the current technology plan to include funding source deadlines that are reviewed three months in advance by the Technology Planning Committee. CCAISD lacks an updated technology plan that identifies its technology needs or its funding streams. While the district's main funding source for technology needs is through E-rate, the sale of Weighted Average Daily Attendance (WADA), and state allocations, there is no formal process that ensures the continuance of the funding or how funding is distributed districtwide. Erratic distributions of technology funds have created technology-related inequities on campuses. In 2003–04 the technology coordinator, who is also the elementary school principal, spent most of the funding for the elementary school and other schools received less funds.

By creating a process to list all funding source deadlines and meeting with the Technology Planning Committee at least three months prior to funding deadlines to develop a list of needs, the district would maximize an equal distribution of funds. The district should base the needs on a conservative approximation of funds it will receive and prioritize the list for greater ease after finalizing the revenue projections.

Recommendation: Revise reporting processes on employee payroll taxes and taxable income. CCAISD incorrectly reports the amount of employee’s earnings to the Internal Revenue Service (IRS) and the Teacher Retirement System (TRS). District employees noted that reimbursements for expenses of travel and purchases are added into the employee’s paychecks, and payroll deductions are made from the “additional pay.” The business manager confirmed that payroll deductions are taken from these reimbursements because the outside auditor was thought to have recommended this practice. However, in interviews with the review team, the external auditor stated that this was not recommended. In addition, the external auditor did not note this practice in the management letter of the annual financial report.

Recommendation: Develop a consistent principal interview process and review the process with a team of school administrators to gain additional input. CCAISD does not follow a standardized process for interviewing applicants for school principal vacancies. The interview process for principals is inconsistent. One interview was a two-hour computer related activity while another interview involved the applicant being given a packet and asked to review and present a plan of action. These interviews were conducted for the same position but at different campuses. Discrepancies between interview processes could open the district to discrimination claims. The superintendent should develop a principal interview process and review the process with a team of school administrators to gain additional input. The district should include a final written procedure in any future principal vacancy notices and appropriate manuals. Furthermore, the superintendent should ensure that the district follows the newly created process during future principal interviews.

Recommendation: Establish food costs as a percentage of projected revenue in the budget process. Best practices suggest that food service costs should not exceed 36 percent of total food services revenue. In 2003–04, food costs were

41.5 percent; and in 2004–05 food costs were 54.2 percent. The two-year average of expenditures above 36 percent was \$39,654. If the school district continues not to evaluate and analyze food costs, additional funding will be necessary to cover the overage in expenditures for food service operations. This situation will force the district to use general funds to cover food service costs, which takes money out of the classroom. The business office manager and the food service director should create a plan to use during budget projections that keeps food costs at the industry standard suggested percent of projected revenue. Monthly profit and loss statements should be available to the food service director to review and take the necessary corrective actions to ensure that food costs are kept at this best practice level.

GENERAL INFORMATION

- CCAISD is in Culberson County, approximately 110 miles east of the City of El Paso, and is the largest public school district in land mass area (4,891 square miles). The only three schools in the county are in Van Horn as is CCAISD headquarters. Per capita income is \$16,096.
- The district, with 622 total enrollment, has 82 percent economically disadvantaged students with 81.4 percent Hispanic, 16.6 percent White, and 2.1 percent other.
- Ms. Anne Pemberton has been the district’s superintendent since 2002.
- The district has a total of 102 employees with 54.1 being teachers.
- In 2004–05, the Texas Education Agency (TEA) rated the district Academically Acceptable.
- The 2002–03 School First rating in financial accountability is Superior Achievement; the district met 19 of the 21 criterion missing two marks for the percentage of operating expenditures expended for instruction and the administrative cost ratio being more than the standard in state law.
- TAKS scores for all tests taken were 38 percent passing compared to the state average of 62 percent passing or 24 percent lower than the state average.
- Regional Education Service Center XVIII (Region 18) in Midland, services the district.
- Culberson County ISD was consolidated with Allamore ISD effective July 1, 1995.

- The district sells Weighted Average Daily Attendance (WADA) enrollment to four Chapter 41 school districts.
- Representative Pete Gallego represents CCAISD.

SCHOOLS

- Eagle Elementary School
- Van Horn Junior High School
- Van Horn High School
- Discipline Alternative Education Program (DAEP) located in the Delaware Building.

2004–05 FINANCIAL DATA

- Total actual expenditures: \$6.3 million, or \$9,165 per student, compared to the state average of \$7,084.
- Fund balance: 16.9 percent of 2003–04 total budgeted expenditures (Undesignated component).
- Total effective tax rate (2004–05): \$1.57 (\$1.50 Maintenance and Operations and \$0.07 Interest and Sinking).
- Property wealth per student in 2004–05 was \$339,138, with a WADA property wealth of \$193,163.

- Out of total actual expenditures of \$6.3 million, CCAISD spent 51.3 percent on instruction, which is higher than the state average of 46.0 percent. However looking at actual operating expenditures spent on instruction (excluding debt service and bond repayment), CCAISD spent 53.3 percent on instruction, which is below the state average of 57.9 percent.

The following chapters contain a summary of the district’s accomplishments, findings, and numbered recommendations. Detailed explanations for accomplishments and findings/recommendations follow the summary and include fiscal impacts.

At the end of the chapters, a page number reference identifies where additional general information for the chapter’s recommendations and associated savings or costs for 2006–07 through 2010–11 can be found.

Following the chapters are appendices that contain general information, comments from the Community Open House, Focus Groups, and the results from the district surveys conducted by the review team.

The following table summarizes the fiscal impact for all 88 recommendations contained in the report.

FISCAL IMPACT

	2006–07	2007–08	2008–09	2009–10	2010–11	TOTAL 5-YEAR (COSTS) SAVINGS	ONE-TIME (COSTS) SAVINGS
Gross Savings	\$183,260	\$183,260	\$204,968	\$204,968	\$204,968	\$981,424	\$0
Gross Costs	(\$6,619)	(\$7,614)	(\$5,155)	(\$5,195)	(\$5,155)	(\$29,738)	(\$42,462)
TOTAL	\$176,641	\$175,646	\$199,813	\$199,773	\$199,813	\$951,686	(\$42,462)



Chapter 1

Educational Service Delivery

CHAPTER 1. EDUCATIONAL SERVICE DELIVERY

Culberson County-Allamore Independent School District (CCAISD) serves all of Culberson County, a county of 3,812 square miles with a 2004 population of 2,727. Per capita personal income in Culberson County was \$16,096 in 2002, 52 percent of the national per capita income of \$30,906. Culberson County is located in far west Texas. All schools and the school district central offices are in the county seat of Van Horn, 120 miles from El Paso, the nearest city.

In 2004–05 CCAISD served 622 students in three schools. There were 278 students in the elementary school, 148 in the adjacent junior high, and 196 high school students housed in the building across the street from the junior high school.

ACCOMPLISHMENT

- The district has taken steps to ensure that curriculum is aligned by providing professional development for all vertical teams and conducting walkthroughs to provide input, monitor staff development, and show support for teacher efforts and the curriculum is Texas Essential Knowledge and Skills (TEKS)-driven.

FINDINGS

- The district does not systematically and continuously monitor student progress in all subject areas and ensure teachers are accessing relevant professional development in the monitoring and analysis of student performance.
- The district lacks comprehensive Campus Improvement Plans (CIPs) and a District Improvement Plan (DIP) that create effective planning and program evaluation.
- The district lacks adequate policies, funding, staff, or materials to effectively serve English Language Learner (ELL) students.
- The district does not have adequate procedures for identifying and serving students with disabilities under Section 504 of the Rehabilitation Act of 1973.
- CCAISD does not systematically implement its plans for serving gifted and talented (G/T) students.
- CCAISD lacks adequate plans or programs to ensure that students are prepared for college entrance or for the rigor of college coursework.

- The district lacks plans, programs, and training to systematically identify and serve special education students.
- The district lacks a formalized process for providing healthcare to students.
- The district has an inefficient method for provision of Career and Technology Education (CTE) classes.

RECOMMENDATIONS

- **Recommendation 1: Institute a policy for systematic and continuous student monitoring in every subject area.** Vertical teaching teams should implement procedures similar to those being used to satisfy requirements for the elementary school reading grant coordinators. In particular, frequent benchmark testing, recording and review of test scores, and intervention for students who are not meeting the standards.
- **Recommendation 2: Revise the district’s CIPs and DIP to include strategies that specifically include more effective planning and program evaluation.** The revision should start with meetings of the CIP and DIP committees to make changes to the plans that include measurable goals, intermediary steps to achieving those goals, indicators for success and evaluation processes to be used for each goal. CCAISD’s CIPs and DIP are taken from the same template and do not address unique challenges, intermediary steps to achieving those goals, indicators for success and evaluation processes to be used for each goal. Because each school’s students are unique, the individual CIPs should incorporate the school’s unique needs. Evaluation of academic programs and compensatory education programs should be included in the plans.
- **Recommendation 3: Increase funding for the English Language Learner (ELL) program to help provide the necessary tools to assist students in closing performance gaps.** The district should use increased funding to help all teachers seek ESL certification, improve ESL programs at the junior high and high school levels, purchase supplies at all levels and evaluate ESL services.

- **Recommendation 4: Develop and implement procedures to serve students with disabilities under Section 504 of the Rehabilitation Act of 1973.** The district 504 coordinator should better inform district employees about the identification process and publicize and explain the availability of the Section 504 program to the parents.
- **Recommendation 5: Implement district plans to the Acceptable level as stated in the Texas State Plan for gifted and talented (G/T) students.** The district should refocus provision of services to gifted and talented students, including appointing a G/T coordinator, informing the community about the program and opportunities for identification, improving the student identification process at grades other than kindergarten, increasing teacher training, improving differentiation of instruction, and instituting program evaluation.
- **Recommendation 6: Develop and implement plans to ensure that students are prepared for college entrance or for the rigor of college coursework.** The district should increase the rigor of high school classes by including more advanced courses, including pre-Advanced Placement (AP) courses in subjects other than reading/English Language Arts (ELA). The district should offer AP courses in high school and take advantage of TEA's AP/International Baccalaureate (IB) Teacher Training Reimbursement and Campus Award Payments.
- **Recommendation 7: Improve Admission Review and Dismissal (ARD) committee training concerning student identification, testing and exit policies.** The district should also improve training for all teachers and principals concerning cultural bias in teaching practices. Instructional staff should also receive additional training in the process of identification of special education referrals to the Discipline Alternative Education Program (DAEP) and the In-School-Suspension (ISS) program.
- **Recommendation 8: Formalize the process involved in providing health care for students.** Although the district has an informal and healthy relationship with local nurses and doctors employed in the Culberson County Hospital, it is important to establish a process for ensuring coverage for not only routine care but also for complex situations that could occur.

- **Recommendation 9: Improve efficiency by consolidating small enrollment Career and Technology Education (CTE) courses.** The district should analyze future CTE course enrollments to determine the need for staff and class offerings. The district should eliminate one full time position with the consolidation of low enrollment classes.

DETAILED ACCOMPLISHMENT

CURRICULUM ALIGNMENT

The district has taken steps to ensure that curriculum is aligned by providing professional development for all vertical teams, conducting walkthroughs to provide input, monitoring staff development, and showing support for teacher efforts and the curriculum is Texas Essential Knowledge and Skills (TEKS)-driven. The process for improvement is a multi-year implementation. Alignment is listed as a priority in board goals for 2005 as well as district and campus improvement plans, and there is evidence that district administrators are following through with the curriculum alignment. The district provided professional development for all vertical teams; teachers from each grade who teach the same content comprise these teams. Vertical teams help ensure that students build skills sequentially from one grade to the next. All instructional personnel, including instructional aides, are members of a vertical team. Instructional personnel who do not teach one of the four core subjects are members of mathematics or language arts/reading teams. Teachers receive a half, or a full day, to work with their vertical team and the Regional Education Service Center XVIII (Region 18) facilitators every six weeks.

The district participates in the 2005–06 Professional Development Curriculum and Development Program Interagency Agreement (PDCI) with Region 18. The Region 18 staff assists administrators with strategies to support the alignment development process. Based on information provided in the PDCI document, administrators receive training on how to conduct classroom walkthroughs and look for evidence of TEKS implementation. The primary purpose of the walkthroughs is to provide input, monitor staff development, and show support for teacher efforts. Administrators then document implementation of the TEKS in their administrator's observation logs. The end-of-year summary reports from the Region 18 report mixed levels of effort on the part of vertical teams to create and implement curriculum maps. The most successful alignment effort is attributed to the reading/English language arts team, the

mathematics team had mixed results, and the science team made the least progress. These results align with the findings elsewhere in the report, which show the highest achievement in reading/English language arts, improvement in mathematics, but not in science.

Administrative support has continued for curriculum improvement activities. The superintendent oversees curriculum and the curriculum alignment process. Multiple staff development agendas list vertical teaming as a topic. These agendas also indicate that administrators review scope and sequence documents, benchmark tests, homework, and teacher-developed tests for TEKS implementation. The curriculum is TEKS-driven, as evidenced by the TEKS objectives, which are displayed in each classroom, and observations indicate are being taught in the classroom.

DETAILED FINDINGS

STUDENT PERFORMANCE (REC. 1)

The district does not systematically and continuously monitor student progress in all subject areas and ensure teachers are accessing relevant professional development in the monitoring and analysis of student performance. While CCAISD implemented a process for curriculum alignment, student performance at the district level is marginal. Thirty-eight percent of district students passed all Texas Assessment of Knowledge and Skills (TAKS) tests while statewide 62 percent of students passed all tests taken. This performance is due in part to the lack of systematic and continuous monitoring of student progress. The district lacks a written

policy for benchmark testing, reviewing and analyzing student scores, and intervening with students who are not making adequate academic progress.

CCAISD students scored lower than the state average for 2004–05 on the statewide assessment of the TAKS as measured at the district level by the state accountability system. All three schools and the district received ratings of “Academically Acceptable” and the high school and elementary school received Gold Performance Acknowledgements for their improvement in mathematics for the state accountability system. **Exhibit 1-1** shows the district level percentage of students meeting the 2005 state accountability standard for percentage of students passing each TAKS subject for CCAISD and peer districts. As seen, CCAISD students score:

- higher than the state accountability standard in all subjects;
- in the middle of the peer districts in reading/English language arts;
- second lowest in mathematics;
- second lowest in writing;
- lowest in science;
- in the middle of the peer districts in social studies;
- lowest on percent passing all tests; and
- lower than the state average in all subjects.

**EXHIBIT 1-1
PERCENTAGE OF DISTRICT STUDENTS PASSING EACH TAKS SUBJECT, SUM OF ALL GRADES TESTED, CCAISD AND PEER DISTRICTS 2004-05**

DISTRICT	TAKS SUBJECT					
	READING/ENGLISH LANGUAGE ARTS	MATHEMATICS	WRITING	SCIENCE	SOCIAL STUDIES	ALL TESTS
CCAISD	77%	50%	80%	37%	87%	38%
Bovina ISD	75%	58%	87%	48%	80%	47%
Ft. Hancock ISD	61%	49%	73%	43%	67%	40%
Marfa ISD	79%	65%	81%	64%	91%	53%
San Perlita ISD	87%	75%	90%	87%	97%	68%
STATE	83%	72%	90%	66%	88%	62%
STATE ACCOUNTABILITY STANDARD	50%	35%	50%	25%	50%	N/A

SOURCE: Texas Education Agency, Academic Excellence Indicator System (AEIS) 2004–05 District Performance; 2004–05 Accountability Manual.

Exhibits 1-2 through **1-4** compare performance between CCAISD and peer districts at the high school, junior high/middle school and elementary school levels.

Exhibit 1-2 shows student performance at the high school to follow a somewhat different pattern than the district overall. In particular, at this level, students score:

- higher than the state accountability standard in all subjects;
- highest among peer districts in reading/English language arts;
- in the middle of the peer districts in mathematics;
- lowest in science;
- in the middle of the peer districts in social studies;
- in the middle of the peer districts in percent passing all tests;
- higher than the state average in reading/English language arts and social studies; and
- lower than the state average in mathematics and science.

Exhibit 1-3 shows student performance at the junior high/middle school level for CCAISD and peer districts. Scores at this level show performance in reading/English language arts to be lower than the district overall, when compared to peer districts. In particular, at this level, students score

- higher than the state accountability standard in all subjects;

- second lowest among peer districts in reading/English language arts and mathematics;
- in the middle of peer districts in writing and social studies;
- second lowest of the peer districts in percent passing all tests;
- equal to the state average in social studies; and
- lower than the state average in reading/English language arts, mathematics and science.

Exhibit 1-4 displays student performance at the elementary school level for CCAISD and peer districts. At the elementary level, student performance is fairly reflective of the district performance, except in reading/English language arts. In particular, students score

- higher than the state accountability standard in all subjects;
- second lowest of the peer districts in reading/English language arts and mathematics;
- tied for lowest in writing;
- in the middle of the peer districts in science;
- tied for lowest on percent passing all tests; and
- lower than the state average in all subjects.

Overall CCAISD student performance is above state accountability standards. However, district students are not

**EXHIBIT 1-2
PERCENTAGE OF HIGH SCHOOL STUDENTS PASSING EACH TAKS SUBJECT, SUM OF ALL GRADES TESTED, CCAISD AND PEER DISTRICTS
2004-05**

DISTRICT	TAKS SUBJECT				
	READING/ENGLISH LANGUAGE ARTS	MATHEMATICS	SCIENCE	SOCIAL STUDIES	ALL TESTS
CCAISD	87%	48%	34%	86%	36%
Bovina ISD	57%	48%	51%	77%	31%
Ft. Hancock ISD	66%	40%	52%	65%	36%
Marfa (junior/senior high) ISD	78%	73%	70%	91%	61%
San Perlita ISD	84%	82%	85%	96%	66%
STATE	83%	72%	66%	88%	62%
STATE ACCOUNTABILITY STANDARD	50%	35%	25%	50%	N/A

SOURCE: Texas Education Agency, AEIS 2004-05 District Performance; 2004-05 Accountability Manual.

**EXHIBIT 1-3
PERCENTAGE OF JUNIOR HIGH/MIDDLE SCHOOL STUDENTS PASSING EACH TAKS SUBJECT,
SUM OF ALL GRADES TESTED, CCAISD AND PEER DISTRICTS
2004-05**

DISTRICT	TAKS SUBJECT				
	READING/ENGLISH LANGUAGE ARTS	MATHEMATICS	WRITING	SOCIAL STUDIES	ALL TESTS
CCAISD	74%	39%	89%	88%	35%
Bovina ISD	79%	53%	90%	85%	50%
Ft. Hancock ISD	49%	37%	61%	74%	33%
Marfa (junior/senior high) ISD	78%	73%	89%	91%	61%
San Perlita ISD	87%	66%	93%	>99%	65%
STATE	83%	72%	90%	88%	62%
STATE ACCOUNTABILITY STANDARD	50%	35%	50%	50%	N/A

SOURCE: Texas Education Agency, AEIS 2004-05 District Performance; 2004-05 Accountability Manual.

**EXHIBIT 1-4
PERCENTAGE OF ELEMENTARY SCHOOL STUDENTS PASSING EACH TAKS SUBJECT,
SUM OF ALL GRADES TESTED, CCAISD AND PEER DISTRICTS
2004-05**

DISTRICT	TAKS SUBJECT				
	READING/ENGLISH LANGUAGE ARTS	MATHEMATICS	WRITING	SCIENCE	ALL TESTS
CCAISD	70%	64%	69%	43%	43%
Bovina ISD	85%	70%	84%	43%	56%
Ft. Hancock ISD	67%	66%	83%	29%	47%
Marfa ISD	80%	55%	69%	53%	43%
San Perlita ISD	90%	77%	88%	92%	73%
STATE	83%	72%	90%	66%	62%
STATE ACCOUNTABILITY STANDARD	50%	35%	50%	25%	N/A

SOURCE: Texas Education Agency, AEIS 2004-05 District Performance; 2004-05 Accountability Manual.

performing at the same level as their peers or state averages, especially in mathematics and science. Federal accountability standards, which are calculated differently than state standards, provide additional detail about student performance. Performance in reading/English language arts and mathematics is evaluated for federal accountability purposes.

As shown in Exhibits 1-5 through 1-12, while CCAISD is often not penalized for low student performance in the federal No Child Left Behind Adequate Yearly Progress (AYP) system because of the small numbers of students in certain groups, performance of some groups is not meeting the

federal accountability standards. Exhibit 1-5 shows the performance of CCAISD and peer districts compared to federal AYP standards at the district level of measurement for reading/English language arts. The next three exhibits compare performance at the high school, junior high/middle school, and elementary school levels. Overall, CCAISD performance meets the AYP standard for reading/English language arts except for students with limited English proficiency and students receiving special education services. These students are not performing well at the high school and elementary school levels. Findings regarding those two groups of students are discussed in more detail in Findings section in the report.

**EXHIBIT 1-5
DISTRICT PERCENTAGE OF STUDENTS MEETING READING/ENGLISH LANGUAGE ARTS
AYP PERFORMANCE STANDARD, CCAISD AND PEER DISTRICTS
2004-05**

DISTRICT	ALL STUDENTS	AFRICAN AMERICAN	HISPANIC	WHITE	ECONOMICALLY DISADVANTAGED	SPECIAL EDUCATION	ELL
CCAISD	69%	*	64%	92%	66%	46%	41%
Bovina ISD	77%	*	76%	94%	76%	86%	76%
Ft. Hancock ISD	57%	*	55%	85%	54%	40%	49%
Marfa ISD	78%	*	77%	90%	76%	77%	68%
San Perlita ISD	78%	*	75%	93%	77%	52%	80%
AYP Standard	53%	53%	53%	53%	53%	53%	53%

SOURCE: Texas Education Agency, Final 2005 AYP Results; 2005 AYP Guide.

**EXHIBIT 1-6
HIGH SCHOOL PERCENTAGE OF STUDENTS MEETING READING/ENGLISH LANGUAGE ARTS
AYP PERFORMANCE STANDARD, CCAISD AND PEER DISTRICTS
2004-05**

DISTRICT	ALL STUDENTS	AFRICAN AMERICAN	HISPANIC	WHITE	ECONOMICALLY DISADVANTAGED	SPECIAL EDUCATION	ELL
CCAISD	72%	*	68%	>99%	71%	33%	20%
Bovina ISD	33%	*	33%	*	35%	*	*
Ft. Hancock ISD	50%	*	49%	*	50%	80%	27%
Marfa (junior/ senior high) ISD	77%	*	77%	80%	78%	86%	75%
San Perlita ISD	60%	*	64%	*	54%	*	*
AYP Standard	53%	53%	53%	53%	53%	53%	53%

SOURCE: Texas Education Agency, Final 2005 AYP Results; 2005 AYP Guide.

**EXHIBIT 1-7
JUNIOR HIGH/MIDDLE SCHOOL PERCENTAGE OF STUDENTS MEETING READING/ENGLISH
LANGUAGE ARTS AYP PERFORMANCE STANDARD, CCAISD AND PEER DISTRICTS
2004-05**

DISTRICT	ALL STUDENTS	AFRICAN AMERICAN	HISPANIC	WHITE	ECONOMICALLY DISADVANTAGED	SPECIAL EDUCATION	ELL
CCAISD	73%	*	70%	90%	71%	67%	58%
Bovina ISD	80%	*	79%	89%	78%	92%	67%
Ft. Hancock ISD	46%	*	44%	60%	41%	17%	25%
Marfa (junior/ senior high) ISD	77%	*	77%	80%	78%	86%	75%
San Perlita ISD	80%	*	78%	91%	79%	62%	*
AYP Standard	53%	53%	53%	53%	53%	53%	53%

SOURCE: Texas Education Agency, Final 2005 AYP Results; 2005 AYP Guide.

While reading/English language arts scores are average among peer districts in the state accountability system the other subjects lag seriously behind scores of peer districts. **Exhibit 1-9** summarizes the mathematics performance. For state accountability purposes, the district ranks second lowest

among its peers in mathematics performance. At the district level, as assessed by the federal accountability system, ELL students are not meeting the mathematics performance standard. At the high school level, all students, Hispanic, economically disadvantaged and ELL students do not meet

**EXHIBIT 1-8
ELEMENTARY SCHOOL PERCENTAGE OF STUDENTS MEETING READING/ENGLISH LANGUAGE ARTS
AYP PERFORMANCE STANDARD, CCAISD AND PEER DISTRICTS
2004-05**

DISTRICT	ALL STUDENTS	AFRICAN AMERICAN	HISPANIC	WHITE	ECONOMICALLY DISADVANTAGED	SPECIAL EDUCATION	ELL
CCAISD	64%	*	57%	91%	60%	31%	32%
Bovina ISD	84%	*	83%	>99%	83%	92%	81%
Ft. Hancock ISD	68%	*	66%	>99%	65%	46%	67%
Marfa (junior/senior high) ISD	77%	*	77%	>99%	74%	74%	65%
San Perlita ISD	80%	*	78%	>99%	81%	45%	87%
AYP Standard	53%	53%	53%	53%	53%	53%	53%

SOURCE: Texas Education Agency, Final 2005 AYP Results; 2005 AYP Guide.

the AYP standard. At the junior high level, Hispanic, economically disadvantaged and ELL students do not meet the standard and at the elementary school level, special education and ELL students do not meet the standard. The junior high school is not making adequate progress in mathematics performance, and missed the federal accountability standard because of the level of performance in that subject. **Exhibit 1-9** presents results at the district level, and the next three exhibits compare CCAISD performance with peer performance at each of the schools.

The high school and elementary school received acknowledgements in the state accountability system in 2004-05 because of improved performance in mathematics compared to 40 campuses with similar demographic composition. Recognizing the need for improvement in mathematics, especially at the junior high school level, the district also received a grant for improving mathematics achievement with a grant period of August 2005 through September 2006. During the fall 2005, the junior high

principal reorganized the daily school schedule to provide additional daily meeting time in core academics. According to interviews, this reorganization occurred at the request of the junior high mathematics team. The junior high has also instituted mathematics TAKS tutorials for all students. Finally, when district-wide vertical teams meet at the end of each six-week period, mathematic and science teams have a full day in which to work, as opposed to the other core subjects, in which teams have one-half day.

The district is collaborating with 13 other school districts on a project for increasing standardized test scores and GPAs, along with promotion and high school graduation rates and college enrollment rates. The program runs from fall 2005, through a summer college bridge program, to 2011 high school graduation. The grant provides for individual education plans, tutoring, after-school programs of academic success skills and field trips to historical and cultural sites, annual weeklong summer programs of intensive instruction, college and financial aid workshops and individual counseling

**EXHIBIT 1-9
DISTRICT PERCENTAGE OF STUDENTS MEETING MATHEMATICS
AYP PERFORMANCE STANDARD, CCAISD AND PEER DISTRICTS
2004-05**

DISTRICT	ALL STUDENTS	AFRICAN AMERICAN	HISPANIC	WHITE	ECONOMICALLY DISADVANTAGED	SPECIAL EDUCATION	ELL
CCAISD	49%	*	43%	74%	44%	53%	30%
Bovina ISD	58%	*	56%	88%	57%	74%	54%
Ft. Hancock ISD	51%	*	49%	79%	49%	63%	49%
Marfa ISD	62%	*	60%	85%	55%	69%	71%
San Perlita ISD	68%	*	64%	81%	66%	48%	55%
AYP Standard	42%	42%	42%	42%	42%	42%	42%

SOURCE: Texas Education Agency, Final 2005 AYP Results; 2005 AYP Guide.

**EXHIBIT 1-10
HIGH SCHOOL PERCENTAGE OF STUDENTS MEETING MATHEMATICS
AYP PERFORMANCE STANDARD, CCAISD AND PEER DISTRICTS
2004-05**

DISTRICT	ALL STUDENTS	AFRICAN AMERICAN	HISPANIC	WHITE	ECONOMICALLY DISADVANTAGED	SPECIAL EDUCATION	ELL
CCAISD	40%	*	33%	83%	39%	80%	40%
Bovina ISD	30%	*	30%	*	35%	*	*
Ft. Hancock ISD	29%	*	26%	*	27%	>99%	27%
Marfa (junior/senior high) ISD	70%	*	70%	70%	66%	86%	88%
San Perlita ISD	73%	*	71%	*	69%	*	*
AYP Standard	42%	42%	42%	42%	42%	42%	42%

SOURCE: Texas Education Agency, Final 2005 AYP Results; 2005 AYP Guide.

**EXHIBIT 1-11
JUNIOR HIGH/MIDDLE SCHOOL PERCENTAGE OF STUDENTS MEETING
MATHEMATICS AYP PERFORMANCE STANDARD, CCAISD AND PEER DISTRICTS
2004-05**

DISTRICT	ALL STUDENTS	AFRICAN AMERICAN	HISPANIC	WHITE	ECONOMICALLY DISADVANTAGED	SPECIAL EDUCATION	ELL
CCAISD	43%	*	38%	62%	40%	67%	39%
Bovina ISD	53%	*	50%	89%	53%	69%	28%
Ft. Hancock ISD	37%	*	35%	60%	35%	25%	24%
Marfa (junior/senior high) ISD	70%	*	70%	70%	66%	86%	88%
San Perlita ISD	64%	*	62%	73%	65%	62%	*
AYP Standard	42%	42%	42%	42%	42%	42%	42%

SOURCE: Texas Education Agency, Final 2005 AYP Results; 2005 AYP Guide.

**EXHIBIT 1-12
ELEMENTARY SCHOOL PERCENTAGE OF STUDENTS MEETING
MATHEMATICS AYP PERFORMANCE STANDARD, CCAISD AND PEER DISTRICTS
2004-05**

DISTRICT	ALL STUDENTS	AFRICAN AMERICAN	HISPANIC	WHITE	ECONOMICALLY DISADVANTAGED	SPECIAL EDUCATION	ELL
CCAISD	60%	*	53%	83%	51%	23%	19%
Bovina ISD	70%	*	68%	88%	67%	73%	67%
Ft. Hancock ISD	68%	*	66%	88%	66%	85%	67%
Marfa ISD	56%	*	52%	>99%	47%	63%	63%
San Perlita ISD	69%	*	64%	87%	65%	36%	60%
AYP Standard	42%	42%	42%	42%	42%	42%	42%

SOURCE: Texas Education Agency, Final 2005 AYP Results; 2005 AYP Guide.

sessions, mentoring, and 21st century scholar events. Another district grant program is a national book program, which provides books for students. District reports indicate that it distributed 2,427 books under this program in 2004.

While the district made improvements, offers tutorials and collaborates with other districts, CCAISD has not taken

further steps to deal with student performance issues. It did not institute a policy for systematic and continuous monitoring of student performance in every subject area. In addition, the district is not monitoring professional development for all teachers to ensure that they are accessing training that will help them monitor and analyze student performance. The district should institute a policy for

systematic and continuous student monitoring in every subject area. This policy should require vertical teaching teams in all subject areas, especially mathematics and science, to implement procedures similar to those the district is using to satisfy requirements for the elementary school reading grant. In particular, frequent benchmark testing, recording and review of test scores, and intervention for students who are not meeting the standards is important.

The policy should reflect continuous monitoring of student performance and instruct vertical teams on tests available for progress monitoring, as well as construction of spreadsheets for monitoring student test scores and methods of putting into place additional instruction, including intervention for students in danger of falling behind.

The district should also emulate the reading grant program's monitoring component. The program uses a cohesive, structured process, allowing for staff and student support and intervention. The grant, staffed by a reading technical assistance specialist provides instruction and guidance for the district coordinator, campus reading coach, and two part-time interventionists. The campus reading coach observes classrooms daily, and debriefs teachers immediately. The interventionists work with small groups of students who are not showing adequate progress with their reading skills. The reading technical assistance specialist provides instruction and guidance for the district coordinator, campus reading coach and two part-time interventionists.

Finally, the district should again follow the Reading First grant structure and monitor every subject using some of the same processes found in the grant. The grant uses the Texas Primary Reading Index (TPRI) for screening and diagnostic purposes three times per year. TPRI results are used to determine which students are not on grade level and need additional instruction. The "DIBELS" an early reading diagnostic assessment instrument is administered for progress monitoring every two weeks for struggling readers, and three times per year for all students. Released Texas Assessment of Knowledge and Skills (TAKS) tests are given as benchmark tests at the end of every three-week interval. Outcome measures for the grant are TPRI for kindergarten students, Iowa Test of Basic Skills (ITBS) for grade 1 and grade 2 students, and TAKS for grade 3 students.

PLANNING AND PROGRAM EVALUATION FOR INSTRUCTION (REC. 2)

The district lacks comprehensive Campus Improvement Plans (CIPs) and a District Improvement Plan (DIP) that create

effective planning and program evaluation. Planning starts with campus and district improvement plans which focus on specific, appropriate short and long term goals. CCAISD's current CIPs and DIP are from the same template, and do not address unique challenges and are nearly identical. While this approach guarantees that campus and district goals align, it does not make certain that the specific needs of students on a given campus are being met. Texas Education Code (TEC) Chapter 11, Subchapter F, states that the decision-making committee includes, "...representative professional staff" which can mean administrators or teachers. In planning for the DIP, the CCAISD committee did include teachers, parents, community members, and business representatives. However, the committee did not include any school-level administrators and their inclusion would help ensure alignment of goals between campuses and the district.

Further, the CIPs and DIP lack data-driven analyses and details about goals, objectives, and steps that will assist the schools and district attain their goals. Some objectives appear to be means to an end, rather than ends in themselves. For instance, objectives 1.1–1.6 are to disaggregate TAKS data for each core content area. While disaggregating and examining TAKS results is a necessary strategy, the reason for doing so (for example, to provide appropriate remediation, to ensure instruction aligns with TAKS objectives) is not specified. The strategies the CIPs and DIP include lack the specificity and planning CCAISD employees need to achieve the identified goals.

In addition, while the CIPs and DIP identify the person responsible for monitoring the implementation of objectives, overwhelmingly that responsibility is assigned to the superintendent or school-level administrators. This expectation is unrealistic given all of the tasks and duties that administrators must attend to on a daily basis. Some of the goals in the CIPs and DIP appear to be unattainable and lack appropriate supporting strategies. For example, Goal 1 states that all campuses will receive a Recognized rating in 2005–06 and an Exemplary rating in 2006–07. The DIP also does not include a plan of action or feasible strategies that could result in such dramatic increases in accountability ratings. **Exhibit 1-13** lists current performance for the district along with the standards for the acceptable, recognized and exemplary ratings. Strategy 1.10 is labeled "Improve services for Dyslexic students and/or 504 students." but the supporting statements suggest continuing existing services instead and the district does not set forth plans for strengthening the programs that are currently ineffective.

**EXHIBIT 1-13
CURRENT PERFORMANCE OF CCAISD STUDENTS AND STATE ACCOUNTABILITY STANDARDS
FOR 2005-06**

TESTED SUBJECT	CURRENT DISTRICT PERFORMANCE, OVERALL STUDENT GROUP	STATE ACCOUNTABILITY STANDARD FOR ACADEMICALLY ACCEPTABLE RATING	STATE ACCOUNTABILITY STANDARD FOR RECOGNIZED RATING	STATE ACCOUNTABILITY STANDARD FOR EXEMPLARY RATING
Reading/ELA	77%	50%	70%	90%
Mathematics	49%	35%	70%	90%
Writing	80%	50%	70%	90%
Science	34%	25%	70%	90%
Social Studies	86%	50%	70%	90%

SOURCE: Texas Education Agency, AEIS 2004-05 District Performance; 2005 Accountability Manual.

Though the CIPs and DIP also provide resources, sources for formative evaluation, and a timeline for implementing goals and objectives, this information is often vague and difficult to interpret. The formative evaluation sources that the district lists do not include a plan for evaluation or any success indicators. The timeline for implementation is also vague.

The lack of evaluation criteria extends throughout the district and applies to multiple instructional programs. The State Compensatory Education program funds require that annual evaluation be part of the accounting for such funds. The district included the necessary elements to account for compensatory education funds in its DIP, but there is no evidence that it performed an annual evaluation. Review team interviews revealed that program evaluations are not currently occurring. Overall, interviewees report that the district does not evaluate services adequately unless required by state and/or federal grants.

Strategic planning and evaluation of programs are part of the foundation of school success. If these issues are not addressed, there will be little structure or benchmarks to guide the improvement process and no way to measure the efficiency or effectiveness of programs.

The state requires districts and campuses to develop improvement plans that coincide with state goals and objectives identified in Chapter 4 of the Texas Education Code. Requirements for the campus improvement plan (CIP) are similar to the district improvement plan (DIP), which must include these topics:

- a comprehensive needs assessment disaggregated into student subpopulations;

- measurable district performance objectives for academic excellence indicators;
- strategies for improving student performance;
- resources needed to implement the strategies;
- personnel responsible for ensuring that the district meets its goals;
- timelines; and
- formative evaluation criteria.

CCAISD should revise the district’s CIPs and DIP to include strategies that specifically include more effective planning and program evaluation. The process should start with meetings of the CIP and DIP committees to make changes to the plans that include:

- measurable goals;
- intermediary steps to achieving those goals;
- indicators for success and evaluation processes to be used to evaluate each goal; and
- budget and financial implications.

When developing plans in the future, the district should use a model from other high achieving districts of similar size. In the future, CCAISD needs to include administrators in CIP and DIP development to create buy-in and unity across all school levels. While consistency between district and campus plans is desirable, because each school’s students are unique, the individual CIPs need to incorporate the school’s unique needs. Evaluation of academic programs and compensatory education programs should be included in the plans.

ENGLISH LANGUAGE LEARNER (ELL) SERVICES (REC. 3)

The district lacks adequate policies, funding, staff, or materials to effectively serve English Language Learner (ELL) students.

The mission statement of CCAISD states in part, “The mission of Culberson County-Allamore Independent School District is to prepare students to be responsible, self-motivated problem-solvers functioning bilingually in a technological world...” According to 19 TAC §89.1201, English Language Learner students can be served in either bilingual or English as a Second Language (ESL) programs. Bilingual programs enable students to become proficient speakers, readers, and writers of both Spanish and English. ESL programs for native Spanish speakers do not necessarily help students maintain their first language, but help them to become proficient in English. Over 10 percent (11.7 percent) of CCAISD students are receiving ELL services. In 2004–05, nine students at the high school, 10 students at the junior high, and 45 students at the elementary school were identified as ELL. The district provides only ESL services because it does not meet the state requirements of twenty students per grade level that necessitate a bilingual program (19 TAC §89.1205).

CCAISD spends \$22,042 on ELL students. As shown in **Exhibit 1-14**, this is 0.5 percent of all funds, or \$33 per student, compared to the state average of 4.2 percent, or \$224 per student. Peer districts spend between 0.8 percent (\$53 per student) and 6.2 percent (\$415 per student) on bilingual/ESL education. All but one of the peer districts, unlike CCAISD, supplement the general fund to support bilingual/ESL education.

In addition to a low level of funding, 40 teachers in CCAISD do not have the appropriate certification to assist ELL

students. At the elementary school, there are 11 teachers with ESL or bilingual/ESL certification. At the junior high, there are four teachers, and no teachers at the high school have ESL certification. According to Region 18, the district provided two days of training in August 2005 on a research-based method for providing sheltered instruction for ESL students. The first day was an overview of the method, and the district requested a second day for facilitators to help teachers apply the method in their content areas. Sheltered instruction is designed to help ELL students succeed academically. If ESL teachers focus solely on developing students’ linguistic competence, which can take five to eight years, the students may fall too far behind in academic subjects to catch up. Sheltered instruction provides additional visual and kinesthetic cues to help ELL students understand the content.

Teachers also expressed concerns about a lack of textbooks for ELL students and in some cases have resorted to using sample textbooks they received at conferences.

As a result of these limited services, ELL students did not perform as well as their non-ELL peers in 2004–05 as shown in **Exhibit 1-15**. While the overall student population met the state accountability requirements at the district level, students in the ELL group did not meet the requirements. The district was assigned the lowest possible value for ratings on the Performance-Based Monitoring Report (PBMAS) for both the mathematics and reading/English language arts (ELA) categories. The PBMAS indicators are based on percent of students receiving ESL services who met the accountability standard for the subject.

As shown in **Exhibit 1-16**, ELL students showed a smaller The Texas Growth Index (TGI) is a statistic representing a student’s growth from year-to-year on the statewide

**EXHIBIT 1-14
2003–04 FUNDS ALLOCATED TO BILINGUAL/ESL PROGRAMS
CCAISD AND PEER DISTRICTS**

DISTRICT	PERCENT OF ALL FUNDS	DOLLAR AMOUNT PER STUDENT	PERCENT OF STUDENTS WHO ARE ELL
Fort Hancock ISD	6.2%	\$415	47.9%
Bovina ISD	2.1%	\$115	25.5%
San Perlita ISD	1.2%	\$88	10.7%
Marfa ISD	0.8%	\$53	9.8%
CCAISD	0.5%	\$33	11.7%
STATE AVERAGE	4.2%	\$224	15.6%

SOURCE: Texas Education Agency, AEIS 2004-05 District Performance.

**EXHIBIT 1-15
PERCENT OF ALL STUDENTS AND ELL STUDENTS MEETING
STATE ACCOUNTABILITY STANDARDS IN 2004-05**

STATEWIDE ASSESSMENT SUBJECT	STATE ACCOUNTABILITY STANDARD FOR ALL STUDENTS AND EACH STUDENT GROUP	PERCENT OF DISTRICT STUDENTS MEETING STANDARD	PERCENT OF ELL STUDENTS MEETING STANDARD
Reading/ELA	50%	77%	32%
Mathematics	35%	50%	11%
Writing	50%	80%	20%
Science	25%	37%	*
Social Studies	50%	87%	60%*
All Tests	n/a	38%	10%

*Numbers less than five have not been cited due to Family Educational Rights and Privacy Act (FERPA), 34CFR Part 99.1 and Texas Education Agency procedures OP 10-03.

SOURCE: Texas Education Agency, AEIS 2004-05 District Performance, 2005 Performance-Based Monitoring Analysis System.

**EXHIBIT 1-16
PERCENT OF PRIOR YEAR TAKS FAILERS (ALL STUDENTS AND ELL STUDENTS) WHO MET STANDARDS
IN 2004-05**

STATEWIDE ASSESSMENT SUBJECT	STATE AVERAGE PERCENT	PERCENT OF DISTRICT STUDENTS MEETING STANDARD	PERCENT OF ELL STUDENTS MEETING STANDARD
Reading/ELA	45%	45%	33%
Mathematics	25%	18%	<1%*

*Percentages less than one percent have not been cited due to Family Educational Rights and Privacy Act (FERPA), 34CFR Part 99.1 and Texas Education Agency procedures OP 10-03.

SOURCE: Texas Education Agency, AEIS 2004-05 District Performance.

assessment, determined by comparison to the amount of growth achieved by students statewide. If schools average one year’s worth of progress on the statewide TAKS assessment, they receive a TGI of 0.0. As explained in the 2004-05 AEIS Glossary, “A positive TGI means the group demonstrated growth that is larger than the expected growth for that group. A negative TGI indicates the group showed less progress than expected.” As shown in **Exhibit 1-17**, ELL student achievement grew at a slightly higher rate than other CCAISD students in reading/ELA, but not in mathematics.

In addition, the gap between ELL students and other CCAISD students occurred in the performance of students

receiving special education services. Districtwide, 52 percent of students receiving special education services met Admission, Review, and Dismissal (ARD) committee expectations on the State Developed Alternative Assessment (SDAA II) examination, while only 40 percent of ELL students receiving special education services met ARD expectations.

Not only are ELL students lagging in the state accountability system, but also in the federal accountability system of No Child Left Behind (NCLB)—Adequate Yearly Progress (AYP). The percent of ELL students passing the reading/ELA examination was up slightly from the previous year,

**EXHIBIT 1-17
TEXAS GROWTH INDEX 2004-05**

STATEWIDE ASSESSMENT SUBJECT	STATE AVERAGE TGI	TGI GROWTH FOR DISTRICT STUDENTS OVERALL	TGI GROWTH FOR ELL STUDENTS
Reading/ELA	0.53	0.34	0.37
Mathematics	0.38	0.29	(0.01)

SOURCE: Texas Education Agency, AEIS 2004-05 District Performance.

but the number passing the mathematics examination was down three percentage points from the previous year. The junior high received a rating of “Missed AYP” because of the performance of Hispanic and economically disadvantaged students in mathematics. As shown in **Exhibit 1-18**, the performance of ELL students did not meet the standard, but this group was not evaluated separately because of the small number of students. The performance of ELL students is affecting district AYP ratings.

Finally, ELL students are not making sufficient progress in English language acquisition. Students’ English proficiency fell below the standards the state requires. Because the district is exempt on some accountability measures due to the small numbers of ELL students, the district appears to be performing adequately in the education of its ELL students. However, in most cases the addition of one or two students would likely result in additional scrutiny of ELL student performance.

The purposes of Title III, Part A—English Language Acquisition, Language Enhancement, and Academic Achievement, Sec. 3102 of NCLB include the following:

- (1) to help ensure that children who are English Language Learner, including immigrant children and youth, attain English proficiency, develop high levels of academic attainment in English, and meet the same challenging State academic content and student academic achievement standards as all children are expected to meet;
- (2) to assist all English Language Learner children, including immigrant children and youth, to achieve at high levels in the core academic subjects so that those children can meet the same challenging State academic content and student academic achievement standards as all children are expected to meet, consistent with section 1111(b)(1);
- (3) to develop high-quality language instruction educational programs designed to assist State educational agencies,

local educational agencies, and schools in teaching English Language Learner children and serving immigrant children and youth; and

- (4) to promote parental and community participation in language instruction educational programs for the parents and communities of English Language Learner children.

Additionally, the state has identified the following goals:

Chapter 89. Adaptations for Special Populations, Subchapter BB. Commissioner’s Rules Concerning State Plan for Educating English Language Learner Students, §89.1201. Policy.

- (a) It is the policy of the state that every student in the state who has a home language other than English and who is identified as English Language Learner shall be provided a full opportunity to participate in a bilingual education or English as a second language program, as required in the Texas Education Code, Chapter 29, Subchapter B. To ensure equal educational opportunity, as required in the Texas Education Code, §1.002(a), each school district shall:

- (1) identify English Language Learner students based on criteria the state established;
- (2) provide bilingual education and English as a second language programs, as integral parts of the regular program as described in the Texas Education Code, §4.002;
- (3) seek certified teaching personnel to ensure that English Language Learner students are afforded full opportunity to master the essential skills and knowledge required by the state; and
- (4) assess achievement for essential skills and knowledge in accordance with the Texas Education Code, Chapter 39, to ensure accountability for English Language Learner students and the schools that serve them.

**EXHIBIT 1-18
PERCENT OF ALL STUDENTS AND ELL STUDENTS MEETING ADEQUATE YEARLY PROGRESS STANDARDS
2004-05**

STATEWIDE ASSESSMENT SUBJECT	AYP STANDARD	PERCENT OF DISTRICT STUDENTS OVERALL MEETING STANDARD	PERCENT OF ELL STUDENTS MEETING STANDARD
Reading/ELA	53%	69%	41%
Mathematics	42%	49%	30%

SOURCE: Texas Education Agency, Final 2005 AYP Results; 2005 AYP Guide.

- (d) Bilingual education and English as a second language programs shall be integral parts of the total school program. Such programs shall use instructional approaches designed to meet the special needs of English Language Learner students. The basic curriculum content of the programs shall be based on the essential skills and knowledge required by the state.

Additionally, §89.1210, Program Content and Design specifies:

- (a) Each school district required to offer a bilingual education or English as a second language program shall provide each English Language Learner student the opportunity to be enrolled in the required program at his or her grade level. Each student's level of proficiency shall be designated by the language proficiency assessment committee in accordance with §89.1220(g) of this title (relating to Language Proficiency Assessment Committee). The district shall modify the instruction, pacing, and materials to ensure that English Language Learner students have a full opportunity to master the essential knowledge and skills of the required curriculum. Students participating in the bilingual education program may demonstrate their mastery of the essential knowledge and skills in either their home language or in English for each content area.
- (d) English as a second language programs shall be intensive programs of instruction designed to develop proficiency in the comprehension, speaking, reading, and composition in the English language. Instruction in English as a second language shall be commensurate with the student's level of English proficiency and his or her level of academic achievement. In pre-kindergarten through Grade 8, instruction in English as a second language may vary from the amount of time accorded to instruction in English language arts in the regular program for non-English Language Learner students to a full-time instructional setting utilizing second language methods. In high school, the English as a second language program shall be consistent with graduation requirements under Chapter 74 of this title (relating to Curriculum Requirements). The language proficiency assessment committee may recommend appropriate services that may include content courses provided through sheltered instructional approaches by trained teachers, enrollment in English as a second language courses, additional state elective English courses, and special assistance provided through locally determined programs.

- (e) The English as a second language program shall be an integral part of the regular educational program required under Chapter 74 of this title (relating to Curriculum Requirements). Districts shall use state-adopted English as a second language instructional materials and supplementary materials as curriculum tools. In addition, districts may use other curriculum adaptations which have been developed. The district shall provide for ongoing coordination between the English as a second language program and the regular educational program. The English as a second language program shall address the affective, linguistic, and cognitive needs of English Language Learner students as follows:

(1) **Affective.** English Language Learner students shall be provided instruction using second language methods in English to introduce basic concepts of the school environment which instills confidence, self-assurance, and a positive identity with their cultural heritages. The program shall address the history and cultural heritage associated with both the students' home language and the United States.

(2) **Linguistic.** English Language Learner students shall be provided intensive instruction to develop proficiency in the comprehension, speaking, reading, and composition of the English language. The instruction in academic content areas shall be structured to ensure that the students master the required essential knowledge and skills and higher order thinking skills.

(3) **Cognitive.** English Language Learner students shall be provided instruction in English in mathematics, science, health, and social studies using second language methods. The instruction in academic content areas shall be structured to ensure that the students master the required essential knowledge and skills and higher order thinking skills.

- (f) Except in the courses specified in subsection (g) of this section, English as a second language strategies, which may involve the use of the students' home language, may be provided in any of the courses or electives required for promotion or graduation to assist the English Language Learner students to master the essential knowledge and skills for the required subject(s). The use of English as a second language strategies shall not impede the awarding of credit toward meeting promotion or graduation requirements.

The district should increase funding for the English Language Learner (ELL) program to help provide the necessary tools

to assist students in closing performance gaps. It should also use this funding to help all teachers seek ESL certification, improve ESL programs at the junior high and high school levels, purchase supplies at all levels, and evaluate ESL services.

Region 18 provides test preparation courses for teachers wishing to become ESL certified. Because the district participates as a member of Region 18 bilingual services, fees for test preparation courses are waived. The testing fee is \$82 per person, and there is a cost of \$77 to update a teaching certificate. Certifying additional ESL teachers would have a one-time cost of approximately \$6,360 in the first year to certify the approximately 40 teachers (40 teachers X \$77 to update certificate = \$3,080 + 40 teachers X \$82 testing fee = \$3,280 = \$6,360). Region 18 sources state that this training could be provided in the district if a large group wanted to participate, eliminating travel costs, which could be substantial due to distances, from the service center to the district. Training an additional five new teachers and absentees per year X \$77 to update the certificate = \$385 + \$82 testing fee X five teachers = \$410 or (\$385 + \$410 = \$795).

SECTION 504 SERVICES (REC. 4)

The district does not have adequate procedures for identifying and serving students with disabilities under Section 504 of the Rehabilitation Act of 1973.

Prior to 2005–06, staff could not identify who served as district 504 coordinator, or if there was a district coordinator at all. The student handbook listed the superintendent as the contact person, while district personnel indicated that one of the campus administrators was appointed the district coordinator as of 2005–06.

Though one major weakness of CCAISD’s 504 program was a void in leadership, another was the lack of publicity or explanation of Section 504 and required services. The student handbook does not explain Section 504, student eligibility, or district responsibilities and student rights.

Since identifying the 504 coordinator, CCAISD has taken some steps to better serve students eligible for special services under Section 504, including ensuring that some district employees receive 504 training. In February 2006, the English language arts teachers attended the Region 18 504/dyslexia training. The district and campus improvement plans include the need to improve services for 504 students, but there are no specific steps identified in the plans. In fact, the plans only include the continuation of modifications and accommodations for 504 students, though there is little

evidence that the district is implementing this process.

The district has a number of forms and guidelines for its 504 program; however, the information comes from an Austin law firm and is not customized to meet the unique needs of CCAISD. The forms are outdated (from 2000) and require student assessment scores from the previous statewide examination, the TAAS, rather than the current statewide assessment, the TAKS. Even though the forms and procedures exist, the program is serving a limited number of students and in an inconsistent manner. There is no evidence that the district meets the child find requirements of Section 504. Furthermore, interviews and district referral and modification forms, obtained during this review, show that only a minimum number of students are identified as eligible for 504 modifications.

According to referral forms, a limited number of students were referred in 2001. Between 2001 and 2004–05, there is no evidence in interviews or district documentation that any additional students received 504 referrals or modifications. In the student referral package, there are blank forms: 1) Notice of Section 504 Meeting, 2) Section 504 Evaluation, 3) Notice of Section 504 Evaluation Results, and 4) Section 504 Evaluation & Manifestation Determination. Based on the missing information, it is unclear whether or not parents were an informed part of the identification process, or even if the district completed the 504 evaluation. Culberson County-Allamore ISD Section 504 Operational Guidelines utilize the 2000 Richards Lindsay & Martin, L.L.P. CESD 504 Compliance System, Fall 2000 recommendation “Annually (preferably at the end of each school year), the 504 Committee should meet to conduct a re-evaluation.” There is no evidence that the district has reevaluated these students in the last four years, though reevaluation was needed by 2004.

Section 504 of the Rehabilitation Act of 1973 states that “No otherwise qualified individual with a disability in the United States . . . shall solely by reason of her or his disability, be excluded from the participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance . . .” The district has a responsibility to conduct a “child find” to identify any students who may qualify for 504 modifications, including notifying parents of all disabled students in the district whether or not they are in the public school system.

Under Section 504, school districts have many legal responsibilities, including designating an employee to coordinate 504 compliance, providing notice of who that

coordinator is, identifying and locating all qualified students in the area who may or may not attend public school, and providing parental notification.

Section 504 also requires the district to periodically reevaluate students who receive modifications. While federal guidelines do not specify a time frame for reevaluation, the Texas Education Agency Division of Special Education document Section 504 Student Issues and Public Schools Selected Excerpts Version July 2000 states that "...districts will be in compliance if they reevaluate the student every three years."

CCAISD needs to develop and implement procedures to serve students with disabilities under Section 504 of the Rehabilitation Act of 1973. The district 504 coordinator needs to better inform district employees about the identification process and publicize and explain the availability of the Section 504 program to the public. Additionally, the district needs to train more employees in 504 modifications and the 504 coordinator needs to improve documentation of the identification and reevaluation of students. The district already contracts with Region 18 for 504 services and will not need to expend further fees since the contract already covers training.

GIFTED AND TALENTED STUDENT SERVICES (REC. 5)

CCAISD does not systematically implement its plans for serving gifted and talented (G/T) students.

CCAISD has a plan for Gifted and Talented (G/T) students that the School District Board of Trustees adopted on April 21, 2005, and the 2004–05 District Improvement Plan (DIP) and Campus Improvement Plans (CIP) include as goals addressing identified needs in the G/T program. However, the district is not implementing these plans systematically. In

particular, the district does not differentiate instruction for G/T students at all grade levels, despite a strategy in the DIP stating that the district would "Continue to differentiate instruction for G/T students that includes depth and complexity." In the AEIS 2004–05 report, CCAISD identified 51 of its 622 students (8.2 percent) as G/T. At the elementary level, some students receive G/T services in a pull-out program. However, at the junior high, G/T students are provided with some supplementary reading materials. No modifications were identified at the high school level. As indicated in **Exhibit 1-19**, CCAISD's actual G/T program expenditures (1.6 percent) is equal to the state average and higher than peer districts.

CCAISD's plan for G/T students is not implemented consistently. Examples include the following.

Though the district's nomination letter and newspaper article state that all testing is available at all three schools, there is no documentation or evidence from CCAISD to suggest that students are screened systematically after kindergarten. All kindergarten students whose parents give permission are screened for placement in the Kindergarten Talent Pool. After additional parent notification, the G/T coordinator continues the screening process. Students who are not accepted in the program can be retested after a teacher or parent nomination. The district process for identification and testing of G/T kindergarteners is thorough, consisting of aptitude testing, testing of basic skills, nomination information, and student products, however, all of the letters to parents about G/T services come from the elementary level, which indicates a lack of parental or any type of communication at the upper levels. In junior high and high school, teachers, parents, and students do not routinely nominate candidates for G/T evaluations.

**EXHIBIT 1-19
FUNDS ALLOCATED TO GIFTED AND TALENTED PROGRAMS
CCAISD AND PEER DISTRICTS IN 2003–04**

DISTRICT	PERCENT OF ALL FUNDS	DOLLAR AMOUNT EXPENDED PER STUDENT
Marfa ISD	0.2%	\$15
Ft. Hancock ISD	0.3%	\$23
San Perlita ISD	0.8%	\$60
Bovina ISD	1.4%	\$78
CCAISD	1.4%	\$90
Statewide	1.6%	\$85

SOURCE: Texas Education Agency, AEIS 2004-05 District Performance.

In addition, the G/T program is under-identifying Hispanic students in the district. While 81 percent of the student population in CCAISD is Hispanic, Hispanic students comprise only 62 percent of identified G/T students. Another problem with identification is that the number of students identified at each grade level is inconsistent. Students receiving G/T services in 2005–06 only ranges from 0 to 14 students per grade level.

Interviews reveal that there is general confusion about the identity of the district G/T coordinator. In fact, the district lacks a G/T coordinator. In the upper grades, teachers report that they are unaware of G/T students' areas of giftedness. Interviews also indicate that the high school counselor, who is a part-time employee, has limited awareness and information about the district's G/T program. Overall, there is a lack of communication and awareness about the program within the district.

The CCAISD G/T plan addresses the requirement for program evaluation, noting that a district committee will send surveys to teachers, parents, and students each year. The district committee is to then review the responses and institute appropriate changes, yet the district did not provide evidence of any such evaluation. The district G/T teachers also did not indicate participation in a program evaluation and had not attended any committee meetings.

In addition, the district plan lists the following models that may be used to provide services to G/T students:

- Kindergarten Talent Pool
- Inclusion
- G/T resource room
- Pull-out services
- Acceleration
- Mentor-ships
- Advanced Placement
- G/T classes in specific academic areas

Though the district identified G/T kindergarten students and first graders, they are not receiving service on a regular basis. Students in grades 2–5 are part of a pull-out program that meets two times a week for 30 minutes each meeting. Based on interviews, junior high English language arts teachers group the high achieving students, who may or may not be identified as G/T students. These students receive supplemental reading materials and assignments. In high

school, students can take pre-AP English I and II or take in-school or online dual-credit courses in English literature, British literature, government, and business through El Paso Community College. Any student can take the entrance examination to enroll in the dual-credit courses. There is no evidence to suggest that teachers modify the curriculum for G/T students within these pre-advanced placement or dual-credit courses.

There is no evidence that gifted students are served outside of English language arts. Further, CCAISD's referral and reassessment forms only require the student's English language arts grades though some G/T students may have giftedness in other areas. Also, the parental notification letter from the elementary school states, "Currently, our program targets students showing a high performance capability in the specific areas of Language Arts."

The District Improvement Plan identifies the target of serving secondary level G/T students in AP classes; however, CCAISD offers two AP classes, though 2004–05 AEIS data show that no CCAISD students took AP examinations.

The CCAISD Superintendent reported having nine G/T trained teachers with current certification. These teachers have had an initial 30 hours of G/T professional development and an additional six hours each year. Teachers receive training through Region 18.

The district published a newspaper article informing parents of the opportunity to nominate their children for G/T services. The district has a wide array of forms relating to G/T services.

Performance of G/T students is not an identified group in the state or federal accountability systems, so data are not available to document the effect of these inconsistent services on the performance of these students. However, the diminishing number of students identified as G/T in the high school grades may be an indicator of the lack of appropriate services.

Section 29.123 of the TEC contains very specific measures for program accountability for state mandated services for G/T students. The *Texas State Plan for the Education of Gifted/Talented Students (TSP)* contains more specific guidance for districts based on the state goal that, when G/T students exit the program in high school, they "will have produced products and performances of professional quality as part of their program services." The TSP includes the following standards for programs:

Student Assessment. Instruments and procedures used to assess students for program services measure diverse abilities and intelligences and provide students an opportunity to demonstrate their talents and strengths. The Texas Administrative Code (TAC) §89.1 requires that all students who perform at high levels, or show the potential to do so, participate in ongoing screening for G/T services. The TAC §89.1 and §89.3 also state that students must be evaluated for giftedness and provided with a variety of learning opportunities in specific academic fields in grades K–12.

Program Design. A flexible system of viable program options that provide a learning continuum is developed throughout the district and reinforces the strengths, needs, and interests of gifted/talented students. The TSP also requires the district to evaluate the G/T program annually and to use the evaluation results to make program improvements.

Curriculum and Instruction. Curriculum and instruction meet the needs of gifted students by modifying the depth, complexity, and pacing of the general school program. 19TAC, §89.3 states that school districts should provide “an array of appropriately challenging learning experiences for gifted/talented

Professional Development. All personnel involved in the planning, development, and delivery of services to gifted students have knowledge to enable them to offer appropriate options and curricula for gifted/talented students. According to §89.2, all teachers serving gifted and talented students are required to have a minimum of 30 hours of staff development and annual six hour updates. Additionally, administrators and counselors who have authority for program decisions must have a minimum of six hours of professional development.

Family–Community Involvement. The district regularly encourages community and family participation in services for gifted/talented students.

CCAISD should implement district plans to the acceptable level as stated in the Texas State Plan for gifted and talented (G/T) students. The district should refocus provision of services to gifted and talented students, including appointing a G/T coordinator, informing the community about the program and opportunities for identification, improving the student identification process at grades other than kindergarten, increasing teacher training, improving differentiation of instruction, and instituting program evaluation. Ongoing screening for G/T services should be provided and should encompass all areas of giftedness. The

district needs to differentiate the curriculum for its G/T students so that students have the opportunity to develop advanced knowledge and skills and create advanced products throughout their K–12 education. Services need to be provided to students in junior high and high school. All teachers serving G/T students need to have the thirty hours training with six-hour annual updates. Administrators and counselors need to have six-hour training as well. CCAISD needs to involve parents in services for gifted and talented students. All communication with parents should be available in Spanish and English.

COLLEGE ENTRANCE PREPARATION (REC. 6)

CCAISD lacks adequate plans or programs to ensure that students are prepared for college entrance or for the rigor of college coursework.

Students in CCAISD are graduating at a relatively high rate. The completion rate (without GED) is 90.4 percent, higher than the state average of 84.6 percent and higher than the accountability requirement of 70 percent. While these percentages seem commendable, graduating students are not prepared for college.

Advanced course availability and enrollment rates are limited. Pre-Advanced Placement (AP) classes are available to grade 9 and grade 10 students in reading/English Language Arts (ELA) only. The district has a relationship with El Paso Community College, and offers dual enrollment courses to students in grade 11 and grade 12. Because these classes are dual enrollment rather than Advanced Placement (AP) or International Baccalaureate (IB), there are no students taking AP/IB examinations. Statewide, an average of 17 percent of students took AP/IB examinations in 2004, and economically disadvantaged students pay a reduced fee to take each examination.

The district employs only one half-time counselor who serves the high school. In 2005–06, there are 42 seniors as well as five juniors who may qualify to graduate early who are in need of post-graduation planning services. The counselor is new to the position, and prioritizing of time has required a focus on services to seniors. College planning most effectively occurs well before a student’s senior year in high school. The district is not preparing students in grades 9–11 for all possible options that might be available to them with proper planning. An interview with the high school counselor showed that services in previous years, especially during 2004–05, were lacking. The new counselor developed a College Information packet that seniors receive in addition to a graduation checklist

and transcript request form. The college information packet includes information about registering for the college entrance examinations, financial aid/scholarship websites, applications, as well as additional sites with college information. Additionally, the counselor planned to have an information session in January 2006 to discuss college planning and financial aid options. These efforts should have the long-term effect of improving services to college-bound students. However, students lack opportunities to participate in more rigorous coursework.

Provision of services in CCAISD is sufficient for some students. In 2004–05, there were approximately 161 students pursuing career and technology classes as a coherent sequence or technology preparation enrollee. Passing rates for these students on the statewide assessment was well above state rates. Yet CCAISD is lacking in the provision of services for college-bound students. Without the appropriate preparation, students will not pursue academic opportunities, and will not be prepared for those opportunities they choose to pursue.

Exhibit 1-20 shows that 14 percent of CCAISD students complete advanced and dual credit courses, for which students can earn college credit in high school, compared to the state average of 19.9 percent. Only 45.7 percent of students graduate under the Recommended High School

Program (RHSP) or Distinguished Achievement Program (DAP) as compared to the state average of 68.4 percent. In addition, the percentage of students demonstrating TAKS/TASP equivalency is 63.4 percent—lower than the state average of 77.3 percent. CCAISD’s Texas Success Initiative (TSI) Higher Education Readiness Component is significantly lower than the state average, especially in mathematics.

As shown in **Exhibit 1-21**, the percent of students taking examinations necessary for college entrance, such as the SAT or ACT is slightly higher than the state average, but the percent scoring at or above the State Board of Education approved criterion (1110 SAT, 24 ACT) is only 4.3 percent as compared to the state average of 27 percent. Mean SAT scores are 151 points lower than the state average with 1000 the average score. Mean ACT scores are 2.7 points lower than the state average with 22 the average score.

The Recommended High School Program for students who entered Grade 9 starting in 1998–99 requires four credits in English; three credits in mathematics to include Algebra I and II and geometry; three credits in science; three and one-half credits of social studies; one-half credit of economics; one and one-half credits of physical education; one-half credit of health education, two credits of languages other than English in the same language; one credit of fine arts; one-

**EXHIBIT 1-20
CCAISD COLLEGE READINESS STATISTICS 2003–04**

READINESS CATEGORY	ACADEMIC SUBJECT	CCAISD PERCENT OF STUDENTS	STATEWIDE PERCENT OF STUDENTS
Advanced and Dual Course Completion	n/a	14.0%	19.9%
RHSP/DAP	n/a	45.7%	68.4%
TAKS/TASP Equivalency	n/a	63.4%	77.3%
Texas Success Initiative	ELA	38.0%	39.0%
	Mathematics	23.0%	48.0%

SOURCE: Texas Education Agency, AEIS 2004–05 District Performance.

**EXHIBIT 1-21
CCAISD COLLEGE READINESS STATISTICS FOR THE CLASS OF 2004**

READINESS CATEGORY	CCAISD	STATEWIDE	NORM-REFERENCED AVERAGE SCORE
SAT/ACT Participation	62.2%	61.9%	n/a
Percent Score above Criterion	4.3%	27.0%	n/a
Average SAT Score	836	987	1,000
Average ACT Score	17.4	20.1	22

SOURCE: Texas Education Agency, AEIS 2004–05 District Performance.

half credit of speech; one credit of technology applications; and three and one-half additional credits in mathematics and science; career and technology; or other state-approved academic courses. The Distinguished Achievement Program requires an additional credit in a language other than English and two and one-half additional credits in mathematics and science; career and technology; or other state-approved academic courses. Additionally, four advanced measures are required from the following: an original research project; a score of three or above on an AP exam, a score of four or above on an IB examination; a valid score on the Preliminary Scholastic Assessment Test (PSAT); and/or a grade of 3.0 or better on a college course.

CCAISD needs to develop and implement plans to ensure that students are prepared for college entrance or for the rigor of college coursework. The rigor of high school classes should be increased to include more advanced courses, including pre-AP courses in subjects other than reading/ELA. The district should offer AP courses in high school and take advantage of TEA's AP/IB Teacher Training Reimbursement and Campus Award Payments. All students entering grade 9 in 2006–07 and later should be required to take classes that will enable them to graduate under the Recommended High School Program or Distinguished Achievement Program. This requirement will help better prepare students for college if exemptions are held to a minimum. SAT/ACT preparation classes for high school sophomores and juniors would benefit college-bound students. As technology improves, the district should consider offering more advanced courses via distance learning.

CCAISD could be eligible for TEA's AP/IB Teacher Training Reimbursement. To assist schools with the development of quality programs, Texas districts are reimbursed up to an amount of \$450 per teacher for expenses accrued for approved Advanced Placement and International Baccalaureate training. Additionally, CCAISD could receive AP/IB Campus Award Payments of \$77 per award for each student who receives a three or better on an AP examination. The principal of each campus must assemble a campus team to determine the use of the campus awards toward academic investment (TEC §28.053 (c) and §28.055).

SPECIAL EDUCATION SERVICES (REC. 7)

The district lacks plans, programs, and training to systematically identify and serve special education students. CCAISD provides special education services as part of the 588 Educational Cooperative in Alpine, Texas.

CCAISD over-identifies Hispanic and ELL students in need of special education services. ELL students comprise 11.7 percent of all students, but 12.6 percent of special education students. In 2004–05, Hispanic students comprise 81.4 percent of all students, but 90.5 percent of special education students. The magnitude of this over-representation was identified by TEA in the 2005 Performance-Based Monitoring Analysis System. While the proportion of all students identified for special education services has decreased from 13.2 percent in 2003–04 to 10.3 percent in 2005–06, the percent of Hispanic special education students has gone from 81.8 percent in 2003–04 to 90.6 percent in 2005–06. Hispanic students were 80.3 percent of the district population in 2003–04 and 81.98 percent in 2005–06. This is a negative trend, and the district is being required by TEA to address the situation. The over-identification of Hispanic students is addressed in the Special Education Monitoring System Continuous Improvement Plan for 2005 because it is required by TEA. A meeting of the Core Analysis Team was held while the review team was onsite. The Improvement Plan contains goals, objectives, activities, resources and timelines for correction.

Materials from the 588 Educational Cooperative state that when a student is referred by a teacher or parent as potentially in need of special education services, a pre-referral packet of information is filled out regarding the student. A Successful Student Intervention (SSI) committee consisting of the student's principal, general education teacher and a special education teacher meets to discuss the data gathered and all available options. If the committee makes a referral to another program, such as special education, then a referral checklist is completed. Within 60 days of receipt of parental consent for evaluation by the school district, the 588 Educational Cooperative diagnostician tests the student.

According to information obtained from an on-site Interview, recent immigrants who do not learn English quickly enough are referred for an SSI committee meeting. This practice could be a source of over-identification of Hispanic and ELL students.

Special education students are also over identified for discretionary placement in Disciplinary Alternative Education Placements (DAEP). Districtwide, 0.7 percent of students receive discretionary DAEP, but 2.8 percent of special education students receive discretionary DAEP. Special education students are also over-identified for discretionary placements to in-school suspension (ISS). Districtwide, 14.5 percent of students receive discretionary ISS, while 33.9

percent of special education students receive discretionary ISS. This high rate of disciplinary referrals may be an indicator that the district is not adequately serving special education students.

There is no documented, consistent exit policy for students who no longer need special education services. The Special Education Monitoring System for 2005–2006 Continuous Improvement Plan calls for the district to “Ensure that ARD committees are fully informed about dismissal procedures. Dismissal procedures need to be explained at each annual ARD meeting.” Written instruction would make it more likely that the procedures would be clearly understood by each member of the ARD committee.

In addition, Admission, Review, and Dismissal (ARD) committees are not sufficiently trained on testing options for students receiving special education services, and students are therefore exempted from testing too often. Special education students can be exempted from the statewide assessment, TAKS, by their ARD committee. If exempted from TAKS testing, students must be administered either the State Development Alternative Assessment II (SDAA II) or a Locally Developed Alternative Assessment (LDAA). ARD committee members must be carefully trained on testing requirements and be able to correctly identify exempt students. The number of students exempted from the TAKS needs to be limited, in part because of federal participation requirements. Statewide, 0.8 percent of students have ARD exemptions, whereas in CCAISD 1.4 percent of students have ARD exemptions. In total, 12.5 percent of special education students are not tested in CCAISD. The district has moved more students from a combination of TAKS and SDAA II

testing to SDAA II only. For federal AYP accountability purposes, TAKS is counted as test participation, but SDAA II is not.

As a result, performance of special education students lags behind the performance of other students. As shown in **Exhibit 1-22**, while the overall student population met the state accountability requirements at the district level, students in the group receiving special education services did not meet the requirements for mathematics.

Students receiving Special Education Services are lagging in the federal accountability system of No Child Left Behind (NCLB)—Adequate Yearly Progress (AYP) as well. **Exhibit 1-23** shows that the percent of special education students passing the reading/ELA examination was 46 percent, which was not high enough to meet the AYP standard of 53 percent. The district was not penalized for results on this indicator because the number of students tested, 35, was fewer than the minimum number of 50.

Guided by the federal law, the Individuals with Disabilities Education Improvement Act (IDEA), the Texas Administrative Code §89.63(a) states that each local school district shall be able to provide services with special education personnel to students with disabilities in order to meet the special needs of those students in accordance with 34 Code of Federal Regulations, §§300.550-300.554. Additionally, §101.29(b) states that for a student receiving special education services, the admission, review, and dismissal (ARD) committee shall determine the allowable accommodations necessary for the student to take the assessments administered under the TEC, Chapter 39, Subchapter B, and shall

**EXHIBIT 1-22
PERCENTAGE OF ALL STUDENTS AND SPECIAL EDUCATION STUDENTS
MEETING STATE ACCOUNTABILITY STANDARDS IN 2004-05**

STATEWIDE ASSESSMENT	STATE ACCOUNTABILITY STANDARD FOR ALL STUDENTS AND EACH STUDENT GROUP	PERCENT OF DISTRICT STUDENTS MEETING STANDARD	PERCENT OF SPECIAL EDUCATION STUDENTS MEETING STANDARD
Reading/ELA	50%	77%	88%
Mathematics	35%	50%	20%
Writing	50%	80%	*
Science	35%	37%	*
Social Studies	50%	87%	60%
All Tests	n/a	38%	20%

*Numbers less than five have not been cited due to Family Educational Rights and Privacy Act (FERPA), 34CFR Part 99.1 and Texas Education Agency procedures OP 10-03.

SOURCE: Texas Education Agency, AEIS 2004-05 District Performance, 2005 Performance-Based Monitoring Analysis System.

**EXHIBIT 1-23
PERCENT OF ALL STUDENTS AND SPECIAL EDUCATION STUDENTS
MEETING ADEQUATE YEARLY PROGRESS STANDARDS
2004-05**

STATEWIDE ASSESSMENT	AYP STANDARD	PERCENT OF DISTRICT STUDENTS OVERALL MEETING STANDARD	PERCENT OF SPECIAL EDUCATION STUDENTS MEETING STANDARD
Reading/ELA	53%	69%	46%
Mathematics	42%	49%	53%

SOURCE: Texas Education Agency, Final 2005 AYP Results; 2005 AYP Guide.

document them in the student's individualized education program.

CCAISD should improve Admission Review and Dismissal (ARD) committee training concerning student identification, testing and exit policies. The district should also improve training for all teachers and principals concerning cultural bias in teaching practices and instructional staff should also receive additional training in the process of special education referrals and identification of student to the Discipline Alternative Education Program (DAEP) and the In-School-Suspension (ISS) program.

STUDENT HEALTH SERVICES (REC. 8)

The district lacks a formalized process for providing healthcare to students.

While the district has the required staff to provide healthcare to students, it lacks a formal process to ensure that if or when students need complex care it can be delivered in a timely manner. The district has an informal and healthy relationship with local registered nurses and medical doctors employed in the Culberson County Hospital, which is less than one-half mile from the schools, but the district's Licensed Vocational Nurse (LVN) is not under the direct supervision of a registered nurse or physician.

The district employs one full-time certified LVN to oversee the healthcare of its 622 students. The National Association of School Nurses suggests one nurse should be provided for every 750 students unless the school has many students that have special needs that require more intense care, in which case the nurse to student ratio should be 1:250 or 1:500. The office of the LVN is located in the elementary school, adjacent to the junior high and across one street from the high school. All medical correspondence with parents is in English and Spanish, and is housed in the nurse's office. In the fall semester of the 2005 school year, the nurse received staff

development in hearing certification, vision certification and wellness policy.

The Texas Department of State Health Services states that: "The Texas Education Code (TEC) requires that school health services be provided by a physician registered nurse, licensed vocational nurse or someone acting under delegated authority of a physician or registered nurse." TEC specifically states:

§21.003. CERTIFICATION REQUIRED. (a) A person may not be employed as a teacher, teacher intern or teacher trainee, librarian, educational aide, administrator, or counselor by a school district unless the person holds an appropriate certificate or permit issued as provided by Subchapter B.

(b) A person may not be employed by a school district as an audiologist, occupational therapist, physical therapist, physician, nurse, school psychologist, associate school psychologist, social worker, or speech language pathologist unless the person is licensed by the state agency that licenses that profession. A person may perform specific services within those professions for a school district only if the person holds the appropriate credential from the appropriate state agency.

The Texas Administrative Code states:

1. 19 Texas Administrative Code (TAC) (Texas Education Agency), 153.1021 (a) (17), as:

(17) School nurse—An educator employed to provide full-time nursing and healthcare services and who meets all the requirements to practice as a registered nurse (RN) pursuant to the Nursing Practice Act and the rules and regulations relating to professional nurse education, licensure, and practice, and who has been issued a license to practice professional nursing in Texas.

Also, the Texas Department of State Health Services School Health Staff Roles state in part:

LVNs (or LPNs) can provide care only in predictable settings with predictable results since their training is focused toward providing direct care in a structured, healthcare setting, which schools are not. Indirect supervision by an RN who is not on a school premises is within the standards of care, as long as the LVN is providing care for students in routine, non-complex situations, or when results are anticipated with medically involved students.

The Board of Nurse Examiners (BNE) has an interpretive guide that states that an RN or MD must supervise the LVN and cannot be involved in practice without such supervision. The Texas Guide to School Health programs states, “the LVN may practice in a limited role as a primary care provider under the supervision of an RN or physician.”

CCAISD should formalize the process involved in providing healthcare for students. This involvement should be an inclusion in the DIP and each CIP that establishes the policy for certification of any school nurse the district employs, and what procedures are in place for allowing the nurse to be a certified LVN. While it is acceptable to employ an LVN as the school nurse, when that occurs there should be a formal agreement between CCAISD and a local MD or RN that documents the supervisory relationship. The superintendent should also review and update this formal agreement each year.

CAREER AND TECHNOLOGY CLASSES (REC. 9)

The district has an inefficient method for provision of Career and Technology Education (CTE) classes.

The high school employs two full-time technology/business teachers and one half-time technology teacher/network administrator. CCAISD offers courses from business education (business computer information systems, accounting) trade and industrial education (automotive technician I and II) and technology education (technology systems). There is one technology class offered at the junior high level, taught by one teacher.

Texas Administrative Code Title 19 Part 2 Chapter 74 Subchapter A states in part:

(I) Career and Technology Education—courses selected from at least three of the eight career and technology areas (agricultural science and

technology education, business education, career orientation, health science technology education, family and consumer sciences education/home economics education, technology education/ industrial technology education, marketing education, and trade and industrial education) taught on a campus in the school district with provisions for contracting for additional offerings with programs or institutions as may be practical;

While the variety of classes is adequate to meet the requirements of the Texas Administrative Code, the district is not providing courses in an efficient way. In particular, the district is not fully utilizing its three full time technology teachers. In 2003–04, CCAISD spent an average of \$283 per student on career and technology education, while the state average was \$196 per student. The district enrolled 26 percent of its students in CTE classes, while the state average was 20 percent. Six percent of district teachers were CTE teachers in 2004–05, while the state average was four percent.

The district teaches five sections of Business and Computer Information Systems (a high school course) with a total of 47 students or an average of 9.4 students per section. Automotive Technology I and II are taught in five sections with a total of 20 students averaging four students per section, and finally, the junior high school’s technology course is taught in seven sections with 49 students or an average of seven students per class.

The district should improve efficiency by consolidating small enrollment Career and Technology Education (CTE) courses. Business and Computer Information Systems, a high school course, is taught in four sections with a total of 36 students. This course could be reduced to two sections. Automotive Technology I and II is taught in four sections with a total of 20 students. This course could be reduced to one section. The junior high school technology course has seven sections with a total of 49 students. This course could be reduced to four sections. All together, this would release the equivalent of one full-time teacher.

This recommendation would result in yearly savings to the district of \$37,770 plus 2.45 percent fringe benefits = \$925 + \$3,960 medical insurance and workers compensation (\$3,720 + \$240) = \$42,655 or (\$37,770 + \$925 + \$3,960 = \$42,655).

For background information on Educational Service Delivery, see p. 141 in the General Information section of the appendices.

FISCAL IMPACT

RECOMMENDATIONS	2006-07	2007-08	2008-09	2009-10	2010-11	TOTAL 5-YEAR (COSTS) SAVINGS	ONE-TIME (COSTS) SAVINGS
CHAPTER 1: EDUCATIONAL SERVICE DELIVERY							
1. Institute a policy for systematic and continuous student monitoring in every subject area.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
2. Revise the district's CIPs and DIP to include strategies that specifically include more effective planning and program evaluation.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
3. Increase funding for the English Language Learner (ELL) program to help provide the necessary tools to assist students in closing performance gaps.	\$0	(\$795)	(\$795)	(\$795)	(\$795)	(\$3,180)	(\$6,360)
4. Develop and implement procedures to serve students with disabilities under Section 504 of the Rehabilitation Act of 1973.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
5. Implement district plans to the acceptable level as stated in the Texas State Plan for gifted and talented (G/T) students.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
6. Develop and implement plans to ensure that students are prepared for college entrance or for the rigor of college coursework.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
7. Improve Admission Review and Dismissal (ARD) committee training concerning student identification, testing and exit policies.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
8. Formalize the process involved in providing health care for students.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
9. Improve efficiency by consolidating small enrollment Career and Technology Education (CTE) courses.	\$42,655	\$42,655	\$42,655	\$42,655	\$42,655	\$213,275	\$0
TOTALS-CHAPTER 1	\$42,655	\$41,860	\$41,860	\$41,860	\$41,860	\$210,095	(\$6,360)



Chapter 2

District Leadership Organization and Management

CHAPTER 2. DISTRICT LEADERSHIP, ORGANIZATION, AND MANAGEMENT

A seven-member board of Trustees elected at-large governs the Culberson County-Allamore Independent School District (CCAISD) as shown in **Exhibit 2-1**.

The superintendent provides administrative leadership for the district and campus staff (**Exhibit 2-2**) who serve 622 students at three campuses. The current superintendent was hired in 2002, oversees the operations of the district and is assisted by a part-time secretary. In addition to the traditional superintendency responsibilities, she is the immediate supervisor for the Business Office, the Human Resource Department and is directly responsible for all regular and special instructional programs. The superintendent also has an administrative cabinet that meets weekly.

FINDINGS

- CCAISD lacks a process to ensure all board members are notified and aware of annual training requirements and are notified of all training opportunities as prescribed by Texas Education Code (TEC) 11.159.
- Some CCAISD board members are overreaching in the day-to-day operations of the district and do not follow the district's own Board of Education Standard Operating Procedures.
- The board lacks a policy that ensures board attendance is monitored and reported to the public prior to school board elections.
- The board does not follow the recommended comprehensive process for superintendent evaluation,

nor does the district maintain an efficient system for filing and retrieving the evaluations.

- The district lacks a systemic strategic planning process.
- CCAISD lacks a process for developing and maintaining a comprehensive administrative procedures manual, or a list of individual manuals for all aspects of district operations.
- Leadership from district and school-level administration is inconsistent and sometimes unsupportive, lacking administrative orientation, team building and on-going team maintenance.
- There is no process for systematically reviewing the CCAISD board policy manual beyond adding and deleting policies per the vendor's distribution table.

RECOMMENDATIONS

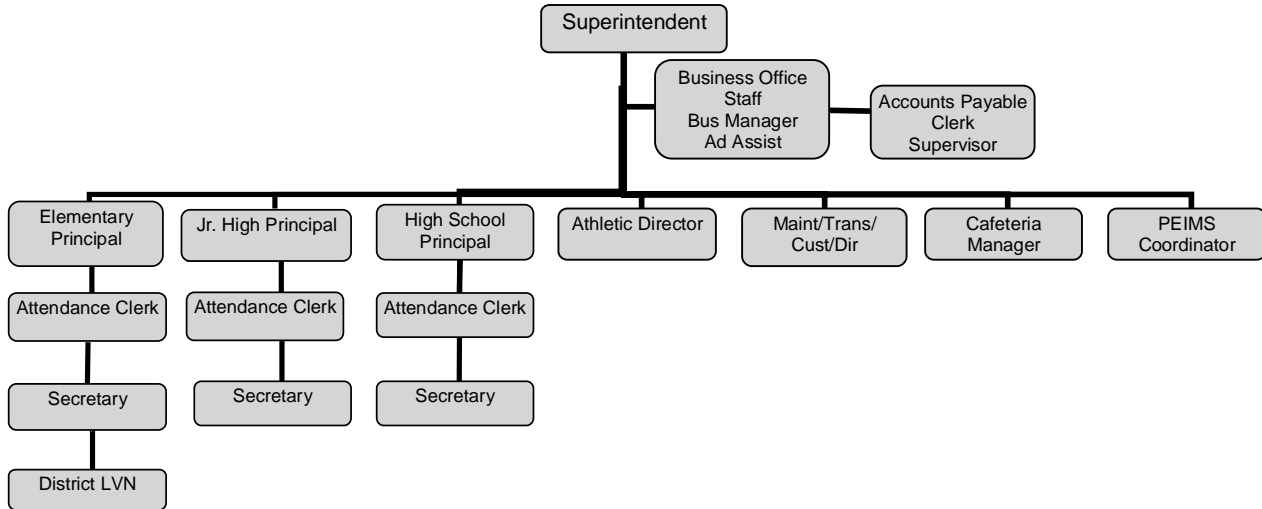
- **Recommendation 10: Ensure all board members meet continuing education requirements.** The calendar should contain the dates of training opportunities available in the region and state conferences as well as dates, agreed upon by the board, for sessions to be held in the district. All three tiers should appear on this calendar including the required team of eight-team building and self-assessment (this assessment will allow board members to make informed decisions about Tier 3 training choices). The team building, self-assessment session should begin soon after the May election. In addition, the staff member, under

EXHIBIT 2-1 CCAISD BOARD OF TRUSTEES 2005-06

BOARD MEMBER	POSITION	EMPLOYER	YEAR ELECTED
Mr. Ruben Robledo	Board President	Van Horn State Bank	1998
Mr. Carlos Urias*	Vice President	Culberson County	2003
Mrs. Raquel Mendez*	Secretary	City of Van Horn	1995
Mr. Omar Ortega	Trustee	Plateau Truck Stop	2004
Mr. Andy Maldonado	Trustee	US Border Patrol	2004
Mr. John Ayala*	Trustee	Information unavailable	2004
Mr. Guadalupe Alvarado, Jr.	Trustee	AAA Security Electric	1999

* New board members elected May 2006, and being sworn in May 22, 2006: Lisa Cottrell, Joe Morales, Kyle Brookshier.
SOURCE: CCAISD Superintendent's Office, 2005.

**EXHIBIT 2-2
CCAISD ORGANIZATIONAL STRUCTURE
2005-06**



SOURCE: CCAISD Superintendent's Office, 2005.

the direction of the superintendent, should arrange for board members to attend selected sessions away from the district as well as arrange for TEA registered board training vendors to present sessions in the district. The implementation and evaluation of the plan should ensure that all members receive the required credit.

- **Recommendation 11: Initiate a workshop facilitated by an out-of-district facilitator during which the board reviews and recommits to the adopted Board Of Education Standard Operating Procedures.** The board should create a section that addresses procedures to be used when individual board members do not follow the recommended written procedures.
- **Recommendation 12: Adopt a policy which requires board attendance be announced to the public annually at the same time compliance with board training credit is announced.** The board should also review meeting times and schedules to determine if another schedule would be more appropriate. Each board member should evaluate their commitment to constituents and determine if, based on personal concerns and obligations, they can consistently attend board meetings to ensure representation of all constituents.
- **Recommendation 13: Develop a comprehensive superintendent evaluation instrument and attend**

a training program outlining the components of the Commissioner of Education's recommended appraisal process for superintendents. The board and superintendent should immediately develop a process that includes the Texas Administrative Code's (TAC) recommended collaborative goals for 2006-07, review and agree upon an evaluation instrument, and establish a calendar for formative and summative evaluation conferences.

- **Recommendation 14: Develop a three to five year strategic plan.** The district should enter into a strategic planning process to develop a three- to five-year plan that will ensure all stakeholders are aware of the district's focus. Strategic planning and resources should then be directed at the plan's identified needs.
- **Recommendation 15: Create an Administrative Procedures Manual that resides on CCAISD's Intranet.** The district should electronically gather information from administrators regarding missing procedures and electronically (on CCAISD's Intranet) organize the types of information, working with current department heads to determine if the procedures currently exist. If procedures do not exist, ask appropriate department heads to draft a procedure for the electronic manual. Finally, identify a committee to review the electronic manual and provide further

suggestions. The manual should reside on the Intranet. When administrators develop, approve, delete or modify procedures, they should update the electronic manual. An annual review of the manual should be a part of each administrator’s annual orientation.

- **Recommendation 16: Institutionalize an orientation process for campus administrators and other members of the superintendent’s administrative cabinet.** Time should be set aside at least twice during the school year for campus administrators to review team maintenance activities and generic professional development needs. A schedule should also be created for regularly held administrative cabinet meetings. These meeting are for maintaining communication regarding operational and instructional needs.
- **Recommendation 17: Periodically review the district policy manual to ensure all policies remain current.** The district should institute a process that provides a review calendar that schedules a trained policy review expert to periodically review the district policy manual to ensure all policies are current. A work session should be scheduled with the superintendent and cabinet members, along with the local attorney, to review the

overall format for the policy manual and review, in detail, sections related to student and school operations.

DETAILED FINDINGS

BOARD TRAINING (REC. 10)

CCAISD lacks a process to ensure all board members are notified and aware of annual training requirements and are notified of all training opportunities as prescribed by Texas Education Code (TEC) 11.159.

A review of board training records and conversations with board members indicates that members find it difficult to attend training away from their school district. However, current board members attended the Texas Association of School Board’s (TASB) Leadership Institute in San Antonio in the summer of 2004 and were planning to attend the Institute in the summer of 2005, but because they registered late, the Institute was fully booked and registration was closed. TASB continuing education records indicate that the board members who attended the Institute in 2004 received Tier 3, specified hours of continuing education based on identified needs, training credit only, as shown in **Exhibit 2-3**. The school district did not provide local board training records when the review team requested them.

**EXHIBIT 2-3
CCAISD BOARD TRAINING RECORDS**

NAME	REQUIRED HOURS TIER 1		REQUIRED HOURS TIER 2		REQUIRED HOURS TIER 3		TOTAL HOURS EARNED
	NEW 3	EXP. 2*	NEW 3	EXP. 2	NEW	EXP.	
A	0	0	0	0	14		14
B	0	0	0	0			0
C	0	0	0	0			0
D	0	0	0	0		14	
E	0	0	0	0	17		17
F	0	0	0	0		14	14
G	0	0	0	0	17		17
2005-2006	0	0	0	0			
A	0	0	0	0	0	0	
B	0	0	0	0	0	0	
C	0	0	0	0	0	0	
D	0	0	0	0	0	0	
E	0	0	0	0	0	0	
F	0	0	0	0	0	0	
G	0	0	0	0	0	0	

*Level One Update required only in the year the Legislature meets. Off-year requirement is 8 hours for experienced board members.

NOTE: Blank spaces indicate the level of training was not achieved.

SOURCE: Texas Association of School Boards, 2004-05 and 2005-06.

During 2004–05, five of the seven board members received more overall training than required; however, there is no evidence that the three new board members received the required Tier I training (Orientation to the TEC as prepared and presented by a Regional Education Service Center). In addition, there is no evidence that the board and superintendent, and the team of eight, received the required team building/team assessment training, as also shown in **Exhibit 2-3**. Furthermore, there is no evidence of training during 2005–06.

The continuing education required under the TEC Section 11.159, applies to each member of an independent school district board of trustees. The continuing education requirement consists of orientation sessions, an annual team building session with the local board and the superintendent, and specified hours of continuing education based on identified needs. This training plan includes the requirements for all three tiers as described in **Exhibit 2-4**.

The CCAISD superintendent should ensure all board members meet continuing education requirements and monitor board training continuing hours. Ensuring board members receive the required continuing education is essential to having a board that is informed of educational laws, requirements, and best practices in governance. Team building is critical in ensuring the board and the superintendent work together effectively in addressing district issues. The superintendent should develop a plan that includes the following: identify a staff member to notify board members of training opportunities and to maintain a record of continuing education hours. An electronic matrix should

be created containing each board member’s name, the required training for each tier, and space to record training hours per member. In addition, the staff member, under the direction of the superintendent, should create a calendar of training opportunities beginning in February, immediately after the election is called, to the following January prior to calling the next election.

The calendar should contain the dates of training opportunities available in the region and state conferences as well as dates, agreed upon by the board, for sessions to be held in the district. All three tiers should appear in this calendar including the required team of eight team building and self-assessment (this assessment will allow board members to make informed decisions about Tier 3 training choices). The team building, self-assessment session should be provided soon after the May election. In addition, the staff member, under the direction of the superintendent, should arrange for board members to attend selected sessions away from the district as well as arrange for the Texas Education Agency (TEA) registered board training vendors to present sessions in the district. The implementation and evaluation of the plan should ensure that all members receive the required credit.

BOARD ROLES & RESPONSIBILITIES (REC. 11)

Some CCAISD board members are overreaching in the day-to-day operations of the district and do not follow the district’s own Board of Education Standard Operating Procedures.

Interviews with administrators and board members indicated that some board members evidence a lack of understanding on the specific roles of the board, the superintendent and

**EXHIBIT 2-4
BOARD MEMBER TRAINING REQUIREMENTS**

TYPE	NEW BOARD MEMBERS	EXPERIENCED BOARD MEMBERS
TIER I		
Local District Orientation	Required within 60 days before/after election or appointment	Not required
Orientation to the Texas Education Code	3 hours	Not required
Legislative Update to the Texas Education Code*	Not required	2 hours*
TIER II		
Team Building/Board Assessment	3 hours	3 hours
TIER III		
	10 hours	5 hours
TOTAL	16 HOURS + LOCAL ORIENTATION	10 HOURS*

*Level One Update required only in the year the Legislature meets. Off-year requirement is 8 hours for experienced board members.

SOURCE: Texas Administrative Code Section 61.1.

individual board members. Since 2003, there is evidence of this lack of understanding collected from campus visits, questions and comments by board members to staff and administrators questioning administrative decisions. Interviews indicate there is a perception of lack of “line and staff” and “retaliation” by board members. Other comments included a feeling of “micro management” by some board members. One board member stated a preference for “going straight to the principals” as opposed to the superintendent. Other board member comments include:

- “I call TASB all of the time for information.”
- “I call all three schools for information.”
- “When I check on things myself, parents thank me because they get corrected.”

Comments from the Community Open House held in the district by the review team, indicate that there “are a few board members that seem to have personal agendas rather than looking at what is best for the students or the district as a whole.” These comments do not follow the roles and responsibilities as outlined by the TEC nor the Board of Education Standard Operating Procedures as adopted by CCAISD in July 2004, and published in a local brochure.

Section 11.051 of the TEC states that “an independent school district is governed by a board of trustees who, as a body corporate, shall oversee the management of the district.” Implied in that section of the law are the following three tenets:

- A board member has authority only when serving as a part of the “body corporate” during a called board meeting.
- The board needs to “oversee” the management of the school district.
- The superintendent must “manage” the school district.

CCAISD Board of Education Standard Operating Procedures include the following:

The Board member needs to hear the citizens’ request or complaint for full understanding of persons involved, date, and place. Then:

- describe the chain of command to the patron;
- refer the patron to the appropriate policy and the board member must remain impartial in case the situation is later considered by the board; and
- inform the patron that the superintendent or designee will respond in a timely fashion.

Procedures for an employee request or complaint to an individual board member are as follows:

- describe the chain of command to the employee; and
- refer the employee to the appropriate person or to the superintendent.

Lack of understanding of the roles and responsibilities of board and staff has created an atmosphere of discomfort, suspicion, and distrust of the board by district staff and a perception of lack of teamwork on the part of the board and the superintendent by staff and other stakeholders. This perception is destructive to the sense of district’s team and systemic agreement on CCAISD’s direction and creates a credibility gap on the part of district leadership. **Exhibit 2-5** and **Exhibit 2-6** evidence this perceived lack of credibility. When considering the perceived effectiveness of the board a minimum of 23 percent and a maximum of 55 percent of the parent/principal/teacher responses revealed disagreement or strong disagreement with a perception of board effectiveness.

Southside ISD developed and adheres to an agreed upon set of operating procedures which include specific statements about board member roles and responsibilities. In addition,

**EXHIBIT 2-5
DISTRICT ORGANIZATION AND MANAGEMENT (PARENT SURVEY)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The school board allows sufficient time for public input at meetings.	14.29%	31.43%	31.43%	14.29%	8.57%
2. School board members listen to the opinions and desires of others.	17.14%	31.43%	28.57%	11.43%	11.43%

SOURCE: Review Team survey results, 2005.

**EXHIBIT 2-6
DISTRICT ORGANIZATION AND MANAGEMENT (PRINCIPAL AND TEACHER SURVEY)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. School board members listen to the opinions and desires of others.	10.00%	38.00%	22.00%	22.00%	8.00%
2. School board members work well with the superintendent.	4.17%	10.42%	39.58%	35.42%	10.42%
3. The school board has a good image in the community.	0.00%	25.00%	20.83%	39.58%	14.58%

SOURCE: Review Team survey results, 2005.

there is a printed statement on the back of board members' district business cards providing board members the exact language for responding to parents, community, or staff members who request personal intervention on personnel issues.

CCAISD board should initiate a workshop facilitated by an out-of-district facilitator during which the board reviews and recommits to the adopted Board Of Education Standard Operating Procedures. In addition, the board should create a section that addresses procedures to be utilized when individual board members do not follow the recommended written procedures.

This recommendation can be conservatively implemented for a one-time cost of \$750 plus travel expenses of \$198 (one day of food at \$36 per diem and \$162 for gas roundtrip from Region 18 in Midland, Texas to CCAISD = \$198) for an out-of-district facilitator to conduct a one-day workshop at the district for board members regarding their roles and responsibilities. The total cost to the district is \$948 or (\$750 + \$198 = \$948).

BOARD ATTENDANCE (REC. 12)

The board lacks a policy that ensures board attendance is monitored and reported to the public prior to school board elections. In addition, there is not formal review of the functionality of CCAISD's board meeting times. Board policy states meetings should begin at 5:30 PM; however, agendas indicate that in practice they begin at 6:00 PM.

Records also indicate that at least two board members did not attend board meetings on a regular basis from July 1, 2004 through October 20, 2005. Of the 31 meetings held during that period, one board member was absent 21 times

and a second board member was absent 15 times during this timeframe. In addition, various other board members were out 11 times each. There was unanimous attendance at only three board meetings during the above mentioned period and the district does not report this information to the district's stakeholders. Interviews with staff and board members indicated that there is concern that one board member has moved out of the district; however, there was currently no confirmation of that by the board members.

The democratic system allows constituents to elect board members to represent their interests in school district decisions. Excessive absenteeism diminishes the effectiveness of the board because the expertise absent members' is not represented, and it fosters a perception of indifference. When four or five members consistently make decisions, the remainder of the board and its constituents are not represented. This situation is an example of elected officials' failing to meet their elected responsibilities.

While a board meeting is legal, provided a quorum is present, effective and conscientious boards maintain a schedule of meetings that allow all members to be present most of the time.

The board should adopt a local policy which requires board attendance be announced to the public annually at the same time compliance with board training credit is announced. Each board member should evaluate their commitment to constituents and determine if, based on personal concerns and obligations, they can consistently attend board meetings to ensure representation of all constituents. In addition, the board should review board meeting times and schedules for functionality. Board members should review meeting times and schedules at their first planning meeting to determine if another schedule would be more appropriate.

SUPERINTENDENT PERFORMANCE EVALUATION PROCESS (REC. 13)

The board does not follow the recommended comprehensive process for superintendent evaluation, nor does the district maintain an efficient system for filing and retrieving the evaluations.

Minutes from the January 20, 2005 agenda indicate that all seven board members were present at a meeting and unanimously voted to extend the superintendent's contract for one year; however, the following items representing the process, as outlined in the Texas Administrative Code (TAC) 150.1022, were not evidenced in the documentation the district provided during the onsite visit:

- the actual evaluation form;
- evidence of the student performance domain being included in the evaluation;
- an annual calendar for appraisal developed by the board in consultation with the superintendent which provides dates for the evaluation process;
- goals that define expectations and priorities for the superintendent;
- evidence of at least one formative conference, or interim meeting, where the board and superintendent measure progress in meeting expectations and discuss ideas for improving performance; and
- no evidence that new board members had received the required appraisal training prior to participating in the superintendent's appraisal.

The superintendent stated that she had not been provided goals since the general goals outlined during the hiring process in 2002 nor had she suggested what the superintendent goals should be. During the onsite visit, responses to requests for copies of three years of evaluation documentation were not supplied (evidence of use of the student performance data was supplied by mail during January 2006 after the review onsite work was completed) suggesting that the district lacks an efficient system for filing and retrieving completed superintendent evaluation instruments.

As outlined in TAC 150.1022, *Commissioner-Recommended Administrator Appraisal Process*, the Texas Administrative Code (TAC) recommended process includes the establishment of an annual appraisal calendar; procedures for setting goals that define expectations and set priorities for the administrator being appraised; student performance data; a formative

conference; a summative conference and training for all appraisers.

The TAC recommended process ensures that the board and the superintendent are aware of, and in agreement with, the expectations of the board for the superintendent during the evaluation year. The formative conferences also provide ample opportunity for the board to make the superintendent aware of any expectations not being met and allow the time to address any areas of concern to ensure "no surprises" at the summative conference. Ultimately the process is meant to ensure that the superintendent, as the district leader, is focusing on the district's major priorities.

The lack of a process puts the district at-risk of lack of focus and unachieved goals, which impact student achievement. The consistent use of a superintendent evaluation instrument and evaluation procedure allows the board to make comparisons of superintendent performance over time. Lack of an efficient filing and retrieval system puts the district at risk of loss of documentation for necessary comparisons of performance.

Many school districts use the superintendent evaluation process as outlined in the TAC, to ensure district progress. In this more effective process, the board and superintendent meet and collaboratively develop goals for the next twelve months immediately after the summative evaluation. These developed goals support the priorities for the district and campus plans for the coming school year, and are established well before the budget process. The goals reflect the evaluation year for the superintendent rather than the student school year. These effective school districts also maintain a system for archiving and retrieving superintendent evaluations that ensures security and easy access.

The board, with input from the superintendent, should develop a comprehensive superintendent evaluation instrument and attend a training program outlining the components of the Commissioner of Education's recommended appraisal process for superintendents. The board and superintendent should then immediately develop a process that includes the TAC recommended collaborative goals for 2006–07 with additional goals developed locally by the board. They should also review and agree upon an evaluation instrument, including the establishment of a calendar for formative and summative evaluation conferences. Board members, who have not received the required superintendent appraisal training, should receive that training prior to participating in the superintendent's appraisal.

STRATEGIC PLANNING PROCESS (REC. 14)

The district lacks a strategic planning process. All planning in the district is at the administrative and campus levels through the District Improvement Plan (DIP) and Campus Improvement Plans (CIPs), plans that focus mainly on instructional needs. The district, however, lacks a comprehensive formal plan from the board that focuses not only on its instructional needs but also on its operational needs such as food services, facilities, transportation, or safety and security.

The district provided documentation to show levels of planning processes in the district including (for the first time in several years) 2004–05 board goals for district and campus plans. However, there is no strategic planning system in place that begins with the annual board meeting collaboratively establishing overall goals for the district, which drive the district and campus plans as well as the superintendent’s goals for the year. Also, the current planning process is not conducted in time to impact the budget process.

The lack of a comprehensive strategic planning process creates a system that does not ensure agreement on district direction, use of resources, or goals for campuses, principals and central office staff. Strategic planning includes a process for monitoring, evaluating, and adjusting direction per the evaluation, and includes all district functions that are correlated to the budget. Some districts appoint an outside facilitator to begin a formal strategic planning process by conducting a board workshop during which the board develops and approves strategic priorities for the district and then facilitates and oversees all parts of the planning. The use of an outside facilitator allows all district stakeholders to be a part of the planning process and eliminates any perception of predetermined agendas. This strategic plan becomes the basis for the annual district improvement plan (DIP) and drives the campus improvement plans (CIPs) as appropriate. The strategic planning goals represent the priorities identified by board members, district staff and community stakeholders.

Center Point Independent School District developed a strategic planning process that is the basis for all other types of planning and provides the district direction for several years. That plan reflects the following generic tenets: an effective five-year strategic plan prioritizes a district’s goals and specifies courses of action, timelines, and required resources to increase the overall effectiveness of the district planning process.

Basic steps for a strategic planning process are as follows:

- board tasks:

- development of district priorities
- final approval of strategic plan
- strategic planning committees tasks:
 - identification of district beliefs
 - development or review of district mission statement
 - completion of a district needs assessment
 - development of goals (driven by previously identified board priorities)
 - development of objectives
 - development of tasks, timelines, resources and evaluation technique incorporation of above into district and campus plans

The district should develop a three to five year strategic plan. The district should use its District Improvement Committee to assist in the strategic planning process and resources should then be directed at those identified needs.

CCAISD can implement this recommendation for a one-time cost of \$6,000 for two trainers to train a steering committee for six and a half days, including training materials and 500 copies of strategic planning documents. Training costs include travel.

ADMINISTRATIVE PROCEDURES (REC. 15)

CCAISD lacks a process for developing and maintaining a comprehensive administrative procedures manual, or a list of individual manuals, for all aspects of district operations.

Currently, except for the student handbook, administrators and department chairs rely on an unwritten interpretation of district procedures or loose-leaf folders and other formats that represent samples of previous documents or procedures. The superintendent indicated that there is an on-going concern about missing procedures and documents due to a high turnover of district administrators. Administrators indicated that they did not receive a comprehensive procedure manual. Interviews and reviews of documentation indicate that procedural guidance is missing, for example, the district did not have any procedures on the use of credit cards. The administrative cabinet utilizes credit cards on a regular basis; however, in conversations with the superintendent and business manager they indicated there are no written procedures related to exactly who receives the credit cards

nor how they should be utilized. The lack of a comprehensive procedures manual or a list of individual manuals leaves the district at risk of following inconsistent, inefficient and, possibly not consistent with current laws, rules, and regulations. There is also the risk of losing institutional knowledge as employee turnover occurs since a long-time employee may be the sole person who knows how things are done and where they are located.

Many districts develop a single comprehensive operational manual or a set of manuals for written procedures to be used while conducting the operations of the district. These district's manuals are reviewed on an annual basis and presented to administrators and other appropriate staff at the beginning of each year as a part of an annual orientation. Manuals are often available on the district's Intranet and include procedures for HR, maintenance, food services, health services, grievances/complaints, and so forth. All procedures are contained in one document which relieves individual departments of creating and maintaining individual departmental documents.

The superintendent should create an Administrative Procedures Manual that resides on CCAISD's Intranet. The superintendent should electronically gather information from administrators regarding missing procedures and electronically (on CCAISD's Intranet) organize the types of information, working with current department heads to determine if the procedures currently exist and if not, ask the appropriate department chair to draft a procedure to be placed in the electronic manual. A committee should also be formed to review the electronic manual and provide further suggestions. The manual should be maintained on the Intranet and as procedures are developed, approved, deleted or modified, they should then be also added to the electronic manual. An annual review of the manual should be a part of each campus administrator's annual orientation.

DISTRICT SCHOOL LEADERSHIP (REC. 16)

Leadership from district and school-level administration is inconsistent and sometimes unsupportive, lacking administrative orientation, team building and on-going team maintenance.

Based on evidence from interviews, parent/administrator/teacher surveys, district turnover and salary data, and professional development reports from Regional Education Service Center XVIII, (Region 18), CCAISD has problems with leadership, including:

- lack of administrator support for professional development endeavors and curriculum development;
- low morale among classroom teachers; and
- no clear chain of command or procedures for communication between teachers and administrators and school officials and parents

Exhibit 2-7 and **Exhibit 2-8** evidence that when considering the effectiveness of the superintendent a minimum of 36 percent and a maximum of 48 percent of the responses revealed disagreement or strong disagreement with a perception of superintendent effectiveness.

In addition, Region 18 provides professional development services to CCAISD and a report on the district's progress at the end of the school year. The Professional Development, Curriculum and Instruction (PDCI) report dated May 20, 2004 included these observations and recommendations:

- There is some resistance from individuals in leadership positions due to fear of loss of power and/or status, lack of trust, and the overwhelming nature of change.
- Teams of teachers who attend professional development must include at least one school administrator. Administrator participation would alleviate miscommunication.

**EXHIBIT 2-7
DISTRICT ORGANIZATION AND MANAGEMENT (PARENT SURVEY)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The Superintendent is a respected and effective instructional leader.	14.29%	25.71%	17.14%	17.14%	25.71%
2. The superintendent is a respected and effective business manager.	11.43%	28.57%	20.00%	20.00%	20.00%

SOURCE: Review Team survey results, 2005.

**EXHIBIT 2-8
DISTRICT ORGANIZATION AND MANAGEMENT (PRINCIPAL AND TEACHER SURVEY)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The superintendent is a respected and effective instructional leader.	4.08%	26.53%	22.45%	22.45%	24.49%
2. The superintendent is a respected and effective business manager.	0.00%	32.00%	32.00%	16.00%	20.00%

SOURCE: Review Team survey results, 2005.

- While the superintendent has an ‘excellent vision of systemic change for the district,’ that vision must be better communicated to school personnel in order to garner long-term commitment.

In addition, the PDCI report dated July 25, 2005 included these observations and recommendations:

- The campus administration must provide leadership and organization to guarantee that teams of teachers can design, administer, and analyze the results of the desired curriculum assessments.
- Administrators must implement a classroom walk-through process as a way to address staff concerns regarding lack of leadership buy-in and to build administrator understanding of what teachers are trying to accomplish in the classroom.
- Administrators need to conduct a needs assessment in order to address staff concerns.
- There is an “apparent lack of interest in campus administrators in the process” of curriculum development.
- Administrator support is erratic.

In addition to the feedback from Region 18, interviews with administrators indicate that there is no formal orientation process to ensure that administrators work as a team to understand policies, procedures, and institutional practices. Interviews with the principals also indicate that while there are regular Thursday cabinet meetings to discuss day-to-day issues and walk-through training, there is not an opportunity for the cabinet to meet together for lengthy reviews of district/campus plans, interpretations of discipline handbooks, use of district credit cards, methods of distributing campus resources, and other instructional/operational issues. In addition, the cabinet did not receive time or direction for team building activities. The principals perceive that each

campus operates as a separate entity and, as a result, the students and teachers are subject to different rules and procedures from campus to campus. The review team perceived a lack of leadership during an onsite follow-up meeting with district officials. Although this meeting gave district personnel an opportunity to read the draft report and see clarifying evidence for the draft report’s findings, there was little cabinet level participation during the daylong visit.

Many districts institutionalize a leadership “retreat” at the beginning of each year to allow administrators to participate in team building activities to develop or strengthen relationships thus ensuring mutual leadership support. During the retreat, experienced administrators introduce policies and procedures, review of campus and district plans, and a review of instructional and operational issues. This type of activity ensures that all principals are “on the same page” and there is consistency and continuity across the district. In addition, a mentor is often assigned to a new leadership member to serve as a resource for institutional history. This mentoring is particularly important for districts like CCAISD where high turnover in administrative positions weaken institutional history.

The superintendent should institutionalize an orientation process for campus administrators and other members of the superintendent’s administrative cabinet. This process should include a day-long “retreat” prior to the beginning of the school year for team building activities. During this retreat, participants should review policies and procedures, including any changes resulting from the latest legislative session. They should also share campus plans and be provided with time to plan for mutual campus support. Time should be set aside at least twice annually for team maintenance activities and generic professional development. The district should create a schedule for cabinet meetings. These meetings will provide a venue to maintain regular operational and instructional communication.

BOARD POLICY MANUALS (REC. 17)

There is no process for systematically reviewing the CCAISD board policy manual beyond adding and deleting policies per the vendor's distribution table.

Interviews with Texas Association of School Board (TASB) policy staff revealed that the district policy manual was localized in 1980 and the district received a policy review seminar in 1988. Since that time, the district has not reviewed or updated its policies or placed them on their intranet.

Administrators indicate they reviewed the district policy manual during 2003–04 for the first time in several years. Since that time, two new campus principals did not receive a policy orientation. Interviews indicate that manuals are available for teachers and other staff in the superintendent's office and each principal's office or conference room. A preliminary review of the policy manual indicates that some policies were not updated; for example, BE Local states that board meeting time is at 5:30 PM, when in practice regularly called board meetings are posted for 6:00 PM. Another example is that the CCAISD Board of Education Standard Operating Procedures speak to "line and staff"; however, the BKB policy which addresses line and staff is not in the policy manual.

Infrequent policy review leaves the district at risk of stakeholders accessing inaccurate rules and regulations. For example, in the BKB policy, if a parent asks where it is written that they should not go straight to the superintendent, a principal would not be able to find that evidence in the policy for the parent. The lack of a policy orientation for new administrators, especially principals, creates a situation where administrators could make decisions based on an outdated

policy or a missing policy that may cause noncompliance with current laws. Having policy manuals available in or near the principal's office might cause district staff to hesitate to access policy information for fear the administrator might misconstrue the research.

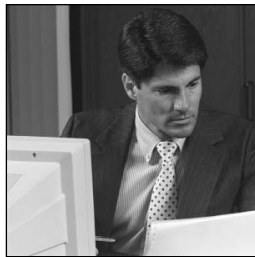
Many districts have an annual review of policy manuals by district staff and a policy review by an out-of-district facilitator every three or four years. These districts also include a policy review as a part of new administrator orientation. Policy manuals are often available in campus libraries to allow stakeholders private access to the manual. Having policies online allows for easy update and easy access to policies by all stakeholders.

The superintendent and board should periodically review the district policy manual to ensure all policies remain current. The new process should also provide a review calendar that schedules a trained policy review expert to review the district policy manual periodically to ensure all policies are current. A work session that includes the superintendent and cabinet members, and the local attorney should be scheduled. During this session, the participants will review the overall format for the policy manual and thoroughly review sections related to students and school operations. During this session, the participants should review and compare any existing district manuals to the revised policy manual to ensure that information is up-to-date. To give all stakeholders easy access and to allow for easy updating, the manual should be available online.

For background information on District Leadership, Organization, and Management, see p. 145 in the General Information section of the appendices.

FISCAL IMPACT

RECOMMENDATIONS	2006-07	2007-08	2008-09	2009-10	2010-11	TOTAL 5-YEAR (COSTS) SAVINGS	ONE-TIME (COSTS) SAVINGS
CHAPTER 2: DISTRICT LEADERSHIP, ORGANIZATION, AND MANAGEMENT							
10. Ensure all board members meet continuing education requirements.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
11. Initiate a workshop facilitated by an out-of-district facilitator during which the board reviews and recommits to the adopted Board of Education Standard Operating Procedures.	\$0	\$0	\$0	\$0	\$0	\$0	(\$948)
12. Adopt a local policy which requires board attendance be announced to the public annually at the same time compliance with board training credit is announced.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
13. Develop a comprehensive superintendent evaluation instrument and attend a training program outlining the components of the Commissioner of Education's recommended appraisal process for superintendents.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
14. Develop a three to five year strategic plan.	\$0	\$0	\$0	\$0	\$0	\$0	(\$6,000)
15. Create an Administrative Procedures Manual that resides on CCAISD's Intranet.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
16. Institutionalize an orientation process for campus administrators and other members of the superintendent's administrative cabinet.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
17. Periodically review the district policy manual to ensure all policies remain current.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
TOTALS-CHAPTER 2	\$0	\$0	\$0	\$0	\$0	\$0	(\$6,948)



Chapter 3

Computers and Technology

CHAPTER 3. COMPUTERS AND TECHNOLOGY

The Culberson County-Allamore Independent School District (CCAISD) technology staff is responsible for maintaining and updating the infrastructure, standards, network security, and helpdesk operations. Staff also provides instructional and administrative support for technology-related issues throughout the district.

Two full-time technology staff provide different functions for the district support CCAISD. The Public Education Information Management System (PEIMS) coordinator is responsible for submitting district student data to the Regional Education Service Center XVIII (Region 18). The business manager is responsible for employee data, including payroll submissions to Region 18, but this position reports to district management and not part of the technology department.

A computer technician is responsible for the day-to-day operations related to technology for the district and reports to the technology coordinator. The computer technician oversees the operation and development of CCAISD's infrastructure, hardware acquisitions, upgrades and support, network support, help desk operations, planning, and software licensing. The computer technician also reports to the technology coordinator, who also serves as the district's elementary principal. A high school teacher also assists with technology operations in the district, specifically in-network administration.

The CCAISD technology staff is unique because they can easily support both administrative and instructional employees.

The district uses a T1 line through a router for communication with Region 18 and uses content and spam filters for email. Currently, there are six servers and one NBX telephone server. The district uses the servers as follows:

- business office use;
- web server;
- elementary school server;
- junior high school server;
- high school server;
- File Transfer Protocol (FTP) server; and
- administration server.

FINDINGS

- The district lacks a monitoring process that requires all staff to sign and submit equipment user agreement forms on an annual basis, and laptops assigned to teachers do not restrict the use or installation of unauthorized software.
- CCAISD does not review the StaR Chart to ensure staff is accessing the required technology training.
- The district has not fully implemented the help desk application to assist users in tracking technology-related issues more efficiently.
- District servers in the main office and at the high school are not in secure areas and the main district server does not have adequate ventilation.
- CCAISD lacks an adequate disaster recovery plan for administrative data.
- CCAISD lacks a process to inventory computers.
- CCAISD lacks an updated technology plan or a planning committee represented by all district stakeholders as required by the Texas Education Agency (TEA).
- CCAISD lacks a PEIMS procedural data submissions manual that includes an error correction process and data resubmission.
- CCAISD lacks procedures for its district administrative technology operations.

RECOMMENDATIONS

- **Recommendation 18: Implement a process to verify user agreement forms are signed and returned by all district staff.** The Human Resources department should provide the forms to new and returning staff. Human Resources should include the form on a checklist for all employees needing physical or electronic access to information systems, software, or hardware.
- **Recommendation 19: Create an accountability process for technology staff to review STaR Charts.** This review process should include any recommendations or possible changes to the information provided based on technology staff experiences. A process involving technology staff

reviewing STaR charts assures the district administration that the ratings are accurate based on user calls for assistance.

- **Recommendation 20: Fully implement the help desk software to assist the district in tracking technology-related issues.** The district should enable the remaining components already available on their current help desk software. Analyses should be conducted and include aging reports on outstanding work orders, average length of time needed to complete work orders, and most importantly, determine staff training needs due to the type of work orders compiled.
- **Recommendation 21: Locate servers and peripheral equipment to a secured and well-ventilated area according to industry standards.** CCAISD should locate servers and peripheral equipment to a secured and well-ventilated area. Having servers in a secured and well-ventilated area should reduce the risk to servers; the data they contain, and provide for a longer asset life.
- **Recommendation 22: Conduct an analysis of the district's disaster recovery needs to ensure an adequate plan is drafted and purchase a fireproof safe to store administrative backup tapes.** CCAISD should create a disaster recovery plan that requires all data tapes to be stored in a secured environment and data tapes to be rotated. The district should then determine if it should store off-site by using a vendor or if it should purchase a fireproof safe to store them.
- **Recommendation 23: Create a formal technology-related inventory process.** This process should use the detailed asset information captured on the current database file to perform the physical inventory. The actual inventory should be conducted during the summer of 2006 and annually thereafter.
- **Recommendation 24: Modify, review, and update the current technology plan to include funding source deadlines that are reviewed three months in advance by the Technology Planning Committee.** This newly established technology planning and steering committee should meet on a quarterly basis and assume responsibilities accordingly.
- **Recommendation 25: Create a PEIMS procedural manual that includes an error correction process and data resubmission.** The superintendent or the

technology coordinator should review the error reports for data submission from the service center.

- **Recommendation 26: Create procedures for district administrative technology operations.** At a minimum, there should be procedures on how to reboot servers and computers, restart web services, backup and retrieve data, test firewalls, as well as explanations on vendor contacts, and maintenance agreements.

DETAILED FINDINGS

EMPLOYEE USER AGREEMENT FORMS (REC. 18)

The district lacks a monitoring process that requires all staff to sign and submit equipment user agreement forms on an annual basis, and laptops assigned to teachers do not restrict the use or installation of unauthorized software. Currently, staff within the district that need email accounts, physical or electronic access to information systems, software or hardware, sign and date an employee user agreement form. Then the completed forms are submitted to the technology staff as per the district's policy. The technology staff store completed forms they receive via interoffice mail in a three-ring binder. The binder contains user agreement forms for two years with the most current year kept in a pocket in the front; however, forms for all staff members were not in the binder for either year. There is no process in place to ensure that all staff sign and return the user agreement form.

CCAISD provides teachers with laptops, yet their checkout forms do not restrict the loading of unlicensed or unapproved software onto the computers.

If this current practice continues, CCAISD may be prevented from taking appropriate action with staff that do not follow acceptable uses, which is imperative with teachers being able to use laptops in the classroom and at home.

The district should implement a process to verify user agreement forms are signed and returned by all district staff. In addition, prior to 2006–07, the form should include the restriction of unauthorized software on the laptop checkout form prior to the next school year. This statement should protect the district if unauthorized software has been loaded on laptops while in the possession of staff.

Finally, the Human Resources staff should supply the technology staff members with a list of all active employees in the district. The technology staff should continue to file forms and include a checklist with names of all active employees to ensure that they receive all forms. An employee's

access to the network should be revoked 30 days after a reminder email is sent reminding them that they did not submit a form.

An effective best practices process is for the Human Resources Department to verify that all district employees sign and return user agreement forms. The Human Resources Department should include the form on their checklist for all employees needing physical or electronic access to information systems, software, or hardware. This process prevents any employee who has not provided a signed form from accessing the district's computer systems. Employees print the form, sign and date it, then submit the completed form to technology staff.

The district should also define authorized software, stating which software the Office of Technology has approved in writing and appropriately licensed. An additional statement, on the form should mention that users are responsible for any unauthorized software found on the laptop.

TECHNOLOGY TRAINING FOR STAFF (REC. 19)

CCAISD does not review the STaR Chart to ensure staff is accessing the required technology training. The School Technology and Readiness (STaR) Chart is a technology readiness chart used by districts for technology planning, budgeting and evaluating the integration of technology into curriculum and infrastructure. This practice is the only process used for tracking technology training for teachers. The review team verified that each campus completed their STaR Charts as directed by the superintendent. Teachers are responsible for updating Teacher STaR Charts and school administrators are responsible for updating their own Campus STaR Charts. The Instructional Technology staff does not review each completed STaR Chart to recommend training by campus and position classification. There is no follow-up process in place to ensure that staff are taking the training recommended based on the STaR Chart findings.

For 2004-05, CCAISD's teaching and learning along with educator preparation and development were at the developing technology level. During the same year, administrative and support services along with the infrastructure were at the advanced level. As far as monitoring individual data, the district could only produce STaR Charts for the current year. The review team could not perform an analysis to determine if the district was holding staff accountable for technology-related training, because data is not available for technology-related training provided to staff.

If the current process continues, CCAISD will most likely not have instructional staff capable of effectively integrating technology into classroom instruction. CCAISD survey results throughout the district show favorable opinions on technology availability and use. However, it is important for the district to also have an accountability process in place.

The Brunswick School District, in New York has a process for technology staff to review STaR Charts, which is a best practice. The Brunswick School District process requires technology staff to review the plans and make recommendations or edits to plans based on experience with staff on technology use and needs requested throughout the school year.

CCAISD should create an accountability process for technology staff to review STaR Charts. This review process should include any recommendations or possible changes to the information provided based on technology staff experiences with assistance to create a process for technology staff to review all STaR Charts. A process involving technology staff reviewing STaR charts, before submission to TEA, assures the district administration that the ratings are accurate based on user calls for assistance.

HELP DESK IMPLEMENTATION (REC. 20)

The district has not fully implemented the help desk application to assist users in tracking technology-related issues more efficiently. Technology staff recently downloaded a help desk application that provides users the ability to create, view, update, and search requests submitted to technology staff. This free shareware tool also allows technology staff to track work orders by the requester, search the file by key word or question, track work order type, and track work orders as open or closed. The tool also provides aging reports and can create a knowledgebase tool. While finding and implementing a free application is a commendable achievement, the district is not using the knowledgebase component. The knowledgebase component is a database with search capabilities for technology-related questions that provide resolutions without having to place a work order.

According to the computer technician, the district wants to implement the knowledgebase tool but has not done so yet. If this application is not fully implemented, technology staff will spend too much time researching or answering basic questions from users that the system is currently capable of doing. Furthermore, for the district to maximize efficiencies of a help desk application, it needs to implement all of the components of the help desk application.

An effective practice for help desk reports is to create and analyze reports on a routine basis as in the case of the Madison Metropolitan School District, Nevada. Madison Metropolitan School District routinely reviews their help desk report by printing and analyzing each report available to ensure the performance of their technology staff.

The computer technician should fully implement the help desk software to assist the district in tracking technology related issues. The analysis should include aging reports on outstanding work orders, average length of time needed to complete work orders, and most importantly, determine staff training needs due to the type of work orders compiled.

According to staff documentation following the fact verification process, the district has implemented additional components of the existing help desk application. However, the application is not yet completely implemented to include the tracking of technology related issues.

SERVER LOCATIONS (REC. 21)

District servers in the main office and at the high school are not in secure areas and the main district server is without adequate ventilation. The school district's main server area is located in the central administration building within the computer technician's office. The office door is open to provide some air circulation to the servers and to lower the room temperature. The office door remains open at all times including when staff is out of the building. A closet for technology-related storage is accessible only through the computer technician's office; consequently, staff needing to access the storage area must pass through the technician's office, which must remain open. The office is accessible to anyone in the district administration building, creating the potential of records being accidentally or purposely destroyed.

Another smaller server, in the corner of a faculty break room at the high school, is accessible to any student, visitor, or teacher. The review team also observed that the area was dusty and used by staff for lunch and during planning periods.

Finally, CCAISD's technology racks and wires could be accidentally bumped or deliberately destroyed in their current environments. If proper temperatures are not maintained and rooms are not well ventilated, servers may shut down due to overheating, which will require costly repair or replacement of the servers.

The Pittsburgh School District (PSD) is a model district for technology and locates all servers in well-secured and well-ventilated areas throughout the school district.

CCAISD should locate servers and peripheral equipment to a secured and well-ventilated area as indicated in industry standards. The district should purchase and install a dedicated air conditioner, and remove all other storage. The new server room should be locked with only the three technology staff having access. Walls should be built to surround the server area at the high school as well. The district should purchase and install a dedicated air conditioner for this newly created room and access should be limited to the three technology staff.

CCAISD can implement this recommendation at a conservative one-time total cost of \$25,000 for building walls in the high school break room, a locked door, and purchasing two dedicated air conditioners. Based on the review team's knowledge of construction costs, the breakdown of this amount is as follows: \$3,000 for two air conditioners (one at the high school and one at the junior high school), installation, and wiring; \$200 for purchasing and installing a lock on the newly established server room door in the district administration building; and \$21,800 for the construction of walls and the installation of a locked door at the high school or ($\$3,000 + \$200 + \$21,800 = \$25,000$).

DISASTER RECOVERY PLAN (REC. 22)

CCAISD lacks an adequate disaster recovery plan for administrative data. The Regional Education Service Center XVIII (Region 18) is responsible for all district data in the form of backups that the district uses to report to the TEA. District data backed up and stored at Region 18 include all student, staff, budget, financial, and other state-required data.

Administrative data collected and stored by CCAISD has just recently started an informal backup process by the computer technician. The administrative data includes electronic mail, word processing documents and spreadsheets used for data analyses. Currently, the computer technician backs-up administrative data on a weekly basis and stores the tapes at his residence, however, tapes are not in a fireproof or locked cabinet. The district implemented this practice weeks prior to the review team's onsite visit even though CCAISD's Long-Term Technology Plan listed this need since 2003. The current informal process of having staff retain tapes at their personal residence exposes the district to the potential losing administrative data.

Glen Rose ISD stores tapes in a fireproof safe or sends tapes off-site where staff or a vendor is accountable and responsible for the safe storage and rotation of the data tapes.

The district should conduct an analysis of the district's disaster recovery needs to ensure an adequate plan is drafted and purchase a fireproof safe to store administrative backup tapes. The disaster recovery plan should require that staff store all data tapes in a secured environment and rotate the data tapes weekly.

The review team estimates the fiscal impact for this recommendation to be a one-time cost of \$2,000 for a fireproof safe. Depending on the size and features of the actual safe, the district should budget \$2,000 for a one-time cost because fireproof safes can range from \$320 to \$3300 depending on the needs of the district. The review team recommends an immediate implementation.

TECHNOLOGY-RELATED INVENTORY (REC. 23)

CCAISD lacks a process to inventory computers. According to the district computer technician, vendors ship all technology-related equipment is directly to the central administration building. All items costing over \$200, unless they are spare parts, are entered into a database file the computer technician created. Data entered includes the manufacturer, serial numbers, product description, cost, and date of purchase, along with the school site and classroom the equipment will be installed. The district's business manager receives the database electronically on an annual basis for financial reporting purposes.

According to staff, the district does not perform annual physical inventories on technology-related equipment. Technology staff further indicates that there is no formal process for a physical inventory, and that they "try" to perform an inventory each year; however, there is no evidence of this effort. The computer technician further stated that they are working on a virtual inventory type of system. This virtual inventory concept, which users access via the intranet, captures images of classrooms and labs, while labeling asset numbers with the location so users can locate the item easier. While this process will likely become an efficient and best practice, it will likely take several years to develop and implement.

The lack of a formal technology-related inventory process can potentially lead to the loss or theft of equipment. If a loss or theft occurs, CCAISD would have an increase in expenditures to replace the equipment, and if insurance claims are involved, insurance rates may increase. Both of which will have a negative impact on the fiscal operations for the school district. The lack of an inventory process also affects

the assignment of laptops to teachers. Currently there is no documentation showing the assignment of laptop computers to teachers.

The Redwood Falls School District, in Minnesota performs an annual inventory on technology-related equipment to ensure that assets accounted for on financial statements are still available for use by the district and is considered a generally accepted accounting practice. This practice is in accordance with the Financial Accountability System Resource Guide (FASRG).

CCAISD should create a formal technology-related inventory process. This process should use the detailed asset information captured on the current database file to perform the physical inventory. The district should perform the inventory during the summer of 2006 and become an annual event. The technology coordinator and the superintendent should review the inventory results, since the results become a part of the school district's annual financial report.

LONG-RANGE TECHNOLOGY PLAN (REC. 24)

CCAISD lacks an updated technology plan or a planning committee represented by all district stakeholders as required by the Texas Education Agency (TEA). Currently the committee does not identify its technology needs or funding streams. As shown in **Exhibit 3-1**, the plan presents the following goals and objectives for the school district.

The plan provides an annual snapshot of funding amounts by source, yet does not specifically show costs associated with activities to meet objectives for the plan's goals. Timelines are vague and include multiple years. As indicated by the title, the plan will be out of date by 2006.

Funding is listed by school year, amount, and source on one page of the report. **Exhibit 3-2** shows the funding information in the current plan.

As shown in **Exhibit 3-2**, the 2003–04 projected revenue is not updated to reflect 2004–05 revenue. Data is not available from the district to show technology-related purchases using WADA for 2004–05. According to interviews, the only staff involved in reviewing any portion of the Long-Range Technology Plan were the technology coordinator, the network administrator, and the computer technician during weekly meetings. Yet these discussions did not include other staff that were involved in preparing the original plan. Staff previously involved in the plan include: the technology coordinator, a high school physics/chemistry teacher, K–5

**EXHIBIT 3-1
CCAISD TECHNOLOGY GOALS AND OBJECTIVES
2003 THROUGH 2006**

TEACHING AND LEARNING GOAL	<i>CCAISD will utilize current technology in the educational environment.</i>
Objective 1	CCAISD will provide greater access to technology for learners.
Objective 2	CCAISD will utilize videoconferencing equipment to increase learning opportunities.
Objective 3	CCAISD will integrate current technology throughout the curriculum.
EDUCATOR PREPARATION AND DEVELOPMENT GOAL	<i>CCAISD will provide educators with ongoing training in current technology.</i>
Objective 1	CCAISD will provide opportunities to attend technology-based workshops.
Objective 2	CCAISD will provide onsite technology training.
Objective 3	CCAISD will provide training for campus-based technology advisors.
ADMINISTRATION AND SUPPORT GOAL	<i>CCAISD will provide adequate funding and management to support the educational community.</i>
Objective 1	CCAISD will develop policies and procedures for technology use.
Objective 2	CCAISD will provide sufficient support for technology.
Objective 3	CCAISD will utilize electronic communication and applications.
INFRASTRUCTURE FOR TECHNOLOGY GOAL	<i>CCAISD will implement current technology for utilizing networks and videoconferencing systems.</i>
Objective 1	CCAISD will maintain current networks.
Objective 2	CCAISD will expand its local area network to all campus.
Objective 3	CCAISD will evaluate and upgrade equipment on a regular basis.

SOURCE: CCAISD Long-Range Technology Plan, 2003-06.

**EXHIBIT 3-2
FUNDING INFORMATION PROVIDED IN THE CURRENT LONG-RANGE TECHNOLOGY PLAN
2003-06**

SCHOOL YEAR	FUNDING AMOUNTS	FUND SOURCE
2000-01	\$20,000	Local Funds
	21,0000	State Technology Allotment
	100,000	TIF Grant
TOTAL FOR YEAR	\$141,000	
2001-02	\$0	Local Funds
	0	State Technology Allotment
	0	TIF Grant
TOTAL FOR YEAR	\$0	
2002-03	\$35,000	Local Funds
	19,248	State Technology Allotment
	50,000	TIF Grant
TOTAL FOR YEAR	\$94,528	
2003-04 Projected	\$35,000	Local Funds
	0	State Technology Allotment
	0	TIF Grant
TOTAL FOR YEAR	\$35,000	

SOURCE: CCAISD Long-Range Technology Plan, 2003-06.

gifted/talented teacher, a junior high keyboarding teacher, a high school computer science teacher, a Van Horn City administrator, a high school student, and a consultant.

The only three sources that consistently fund technology in CCAISD are E-rate, WADA, and the state's allocation, which

includes staff salaries. A spending plan was not available for any of the funding except for staff salary information.

While the funding is not consistent, there is no process or plan to ensure that the district continues to request funding. Furthermore, there is no mechanism in place, such as a

spending plan, that coordinates the needs stated in the district's Long-Range Technology Plan.

If CCAISD continues to use the current technology plan structure, projects will likely be delayed, at best, since staff are not assigned due dates for implementation steps. Projects may also be in jeopardy because the plans do not include financial information, which states associated costs and associated funds for an implementation.

Campbell County Schools in Virginia, consider the long-range technology plans as a living document because of the rapid changes in technology, so frequent reviews to update and revise the plan occur in Campbell County to effectively plan for new technology in the school district. Their plans also provide funding information for the project.

The district should modify, review, and update the current technology plan to include funding source deadlines that are reviewed three months in advance by the Technology Planning Committee. CCAISD should create a process to list all funding source deadlines and meet with the Technology Planning Committee at least three months before the deadlines to develop a list of needs. Needs should be based on the conservative approximation of monies to be received and have the list prioritized for greater ease once revenue projections are finalized.

The proposed technology planning and steering committee should include:

- school district administrative staff representatives, including representatives from each functional department;
- a school district support staff representative;
- one or two parents or community members;
- one or two business representatives who are not employed by technology companies;
- only members who have a good understanding of technology and its uses, at least within their respective areas; and
- only members willing to commit several hours per quarter to the activities of the committee.

This newly established technology-planning committee should meet on a quarterly basis and assume responsibilities that include:

- assigning responsibility for the completion of specific tasks, timelines for task completion, allocating resources for task completion, reviewing budget projections,

ensuring proper funding levels and fund source deadlines, and verifying compatibility with the recommended implementation of the school district's strategic plan;

- submitting the technology plan annually to the Board of Trustees for review and approval;
- submitting the technology plan as required to the TEA;
- determining the status on implementation of the plan;
- providing advice and helping set priorities for technology development and technology spending;
- reviewing and approving proposed new software and hardware implementation, and ensuring they are in accordance with the school district's current and future infrastructure as well as the technology plan;
- monitoring the equitable distribution of technology among the schools; and
- recommending revisions in policies and procedures that impact technology use.

PUBLIC EDUCATION INFORMATION MANAGEMENT SYSTEM (PEIMS) SUBMISSIONS (REC. 25)

CCAISD lacks a PEIMS procedural data submissions manual that includes an error correction process and data resubmission. The district has a PEIMS coordinator that has been working at this position for eight years and with Region 18 to learn how to process submissions. However, the supporting procedures documentation has since been discarded. The coordinator handles all student-related data including the importation of grades and attendance into the system. The business manager inputs staff data and financial information for the school district. There is no cross-training or a checks and balance for these submissions.

The district submits data to Region 18 where it is evaluated by verification tests. Verification test results are sent back to the district and after the district makes corrections, it resubmits the data.

Staff further indicate that they know the process and do not need manuals because they can contact the regional education service center if necessary. When the TEA directs changes, staff contact Region 18 for assistance. System updates are provided through Region 18 and pushed to the district automatically.

Error reports sent by Region 18 are only reviewed by staff inputting data. Staff also indicate that these reports are discarded after the submission is accepted. **Exhibit 3-3** shows

the student and staff error information for fall 2003–04 and 2004–05. Region 18 reported errors as part of the district’s PEIMS submission process.

As shown in **Exhibit 3-3**, the district has not reported any fatal errors and it has been consistent with an error rate slightly over 7 percent.

While CCAISD has a low error rate, if procedures are not properly prepared and kept in manuals, the district would not be able to submit the state required PEIMS data if current staff are no longer able or available.

The PEIMS website provides a schedule that shows review and data submission dates. There are four submission periods:

1. Fall/Submission 1 June – March
2. Midyear/Submission 2 January – March
3. Summer/Submission 3 May – October
4. Extended/Submission 4 August – November

CCAISD should create a PEIMS procedural manual that includes an error correction process and data resubmission. The superintendent or the technology coordinator should review the error reports for data submission from the service center. This process will help determine performance measures for this position. The Region 18 contact information should also be listed along with the backup schedule for data held in a safe at Region 18. This recommendation should assist the district in continuing the required PEIMS submissions process since current staff will not always be available due to continuously evolving staffing patterns through attrition.

TECHNOLOGY OPERATIONS PROCEDURES (REC. 26)

CCAISD lacks procedures for its district administrative technology operations. Written procedures were not available for any of the technology-related functions performed in the

school district, including but not limited to, server and computer hardware and software setup, debugging, and general maintenance. According to staff interviews, the computer technician and the network administrator know what is needed. Staff did not have procedures available to them when they were hired in the school district and just know to perform activities based on their prior experience. The network administrator has been with the district for over four years and according to staff, has the most knowledge on the particulars associated with the infrastructure for CCAISD.

By not having procedures, if the computer technician and network administrator were absent for a lengthy period at the same time, the district may not be able to send or retrieve email, access network files or use Internet services. The technology coordinator, who is new to the school district, would not be able to effectively handle all of the situations that could arise without the other technology staff’s assistance or documented procedures. Therefore, CCAISD would be forced to work without any computer access to student, financial, budgetary, or network data.

Winchester Public Schools, Virginia, has a comprehensive and well-organized procedures manual that includes the above information as well as procedures for work orders, part ordering, along with computer and server maintenance.

CCAISD’s technology staff should create procedures for district administrative technology operations. At a minimum, there should be procedures on how to reboot servers and computers, restart web services, backup and retrieve data, test firewalls, as well as explanations on vendor contacts, and maintenance agreements.

For background information on Computers and Technology, see p. 145 in the General Information section of the appendices.

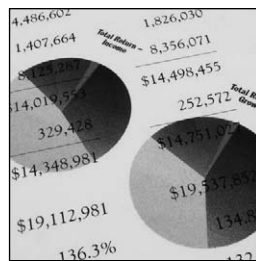
**EXHIBIT 3-3
CCAISD PEIMS ERROR RATES REPORTED BY REGIONAL SERVICE CENTER XVIII
2003–04 THROUGH 2004–05 FALL SUBMISSIONS**

ERROR TYPE	FALL 2004		FALL 2005	
	COUNT	PERCENTAGE	COUNT	PERCENTAGE
Fatal	0	0.0%	0	0.0%
Special	30	4.8%	32	5.2%
Warnings	15	2.4%	13	2.1%
TOTAL	45	7.2%	45	7.4%

SOURCE: CCAISD PEIMS Error Reports, 2004, 2005.

FISCAL IMPACT

RECOMMENDATIONS	2006-07	2007-08	2008-09	2009-10	2010-11	TOTAL 5-YEAR (COSTS) SAVINGS	ONE-TIME (COSTS) SAVINGS
CHAPTER 3: COMPUTERS AND TECHNOLOGY							
18. Implement a process to verify user agreement forms are signed and returned by all staff.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
19. Create an accountability process for technology staff to review STaR Charts.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
20. Fully implement the help desk software to assist the district in tracking technology-related issues.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
21. Locate servers and peripheral equipment to a secured and well-ventilated area according to industry standards.	\$0	\$0	\$0	\$0	\$0	\$0	(\$25,000)
22. Conduct an analysis of the district's disaster recovery needs to ensure an adequate plan is drafted and purchase a fireproof safe to store administrative backup tapes.	\$0	\$0	\$0	\$0	\$0	\$0	(\$2,000)
23. Create a formal technology-related inventory process.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
24. Modify, review, and update the current technology plan to include funding source deadlines that are reviewed three months in advance by the Technology Planning Committee.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
25. Create a PEIMS procedural manual that includes an error correction process and data resubmission.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
26. Create procedures for district administrative technology operations.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
TOTALS-CHAPTER 3	\$0	\$0	\$0	\$0	\$0	\$0	(\$27,000)



Chapter 4

Financial Management

CHAPTER 4. FINANCIAL MANAGEMENT

Culberson County – Allamoore Independent School District (CCAISD) assigns responsibility for all finance related activities to the Business Office. These activities include budgeting, payroll, accounts payable, financial reporting, purchasing, coordination of employee benefits, and risk management activities. The Business Office staff includes a business manager and an accounts payable clerk.

The district’s total 2005–06 General Fund budget totals \$5,442,537, of which \$2,725,830 or 50.08 percent is spent on instruction, and \$467,382 is budgeted for general administration as shown in **Exhibit 4-1**.

FINDINGS

- CCAISD lacks a process or formal structure to provide the board with monthly financial reports that assist in making sound budget and financial decisions.
- The Annual Financial Report for CCAISD meets the requirements for financial reporting as promulgated by the Governmental Accounting Standards Board (GASB), but does not comply with the best practices for government reporting as recommended by Government Finance Officers Association (GFOA) and the Association of School Business Officials (ASBO).
- CCAISD lacks a policy for the procurement and rotation of external audit services.
- CCAISD’s payroll process lacks adequate internal controls to prevent errors and safeguard district funds and is not documented in a procedures manual.
- CCAISD lacks a process or procedure to monitor the securities their depository bank pledged.
- CCAISD lacks a documented process to reconcile bank accounts in a timely manner.
- CCAISD lacks a Board of Trustees policy or internal procedures to coordinate and approve grant applications.
- CCAISD lacks an effective budget process, a procedures manual for completing the budget process, a comprehensive budget calendar, written instructions for budget planning, or involvement of site-based decision-making committees.
- CCAISD’s budget document does not meet GFOA guidelines, nor is it consistent with the recommendations of TEA.
- CCAISD’s budget document lacks performance measures or other information relating the budget to service delivery.
- CCAISD does not have a formal position control capability in place to assure that school staff are compliant with the positions included in the budget.

EXHIBIT 4-1 2005–06 CCAISD GENERAL FUND BUDGET

EXPENDITURE CATEGORY	AMOUNT	PERCENTAGE OF TOTAL
Instruction	\$2,725,830	50.08%
Instructional and School Administration	369,227	6.78%
Guidance and Counseling	121,824	2.24%
Health Services	37,066	0.68%
Pupil Transportation	277,024	5.09%
Co-curricular Activities	376,647	6.92%
General Administration	467,382	8.59%
Plant Maintenance and Operation	912,793	16.77%
Facilities Acquisition	2,500	0.05%
Data Entry	78,644	1.44%
Payment to FASSA	73,600	1.35%
TOTAL	\$5,442,537	

SOURCE: CCAISD, Business Office, 2006.

- CCAISD lacks a policy to address the level of unreserved fund balance.
- CCAISD lacks a comprehensive business procedures manual to provide guidance for Business Office staff and other district employees or continuity in the event of employee turnover.
- CCAISD incorrectly reports the amount of employee's earnings to the Internal Revenue Service (IRS), the Teacher Retirement System (TRS), and the Texas Education Agency (TEA).

RECOMMENDATIONS

- **Recommendation 27: Develop a monthly financial reporting process that provides a brief written analysis and financial statements for the general, food services, and significant special revenue funds.** The business manager also should identify other governmental entities that provide more formal quarterly financial reports to determine a model for more comprehensive quarterly reports. In addition, the district should develop a formal structure for providing monthly and quarterly financial status reports for the Board of Trustees and district administrators.
- **Recommendation 28: Prepare the Annual Financial Report to be consistent with the guidelines recommended by GFOA.** The business manager should obtain the GFOA program guidelines from the GFOA website. The checklist that report reviewers use is available along with a list of all of the governmental entities that prepared Annual Financial Reports that meet GFOA requirements. The district should implement the 2005–06 and all future Annual Financial Reports consistent with GFOA guidelines.
- **Recommendation 29: Adopt a policy for the periodic, competitive procurement and rotation of external audit services.** The policy should address the period between competitive bids and the number of consecutive years that one firm can perform the audit. The policy should have a provision for an evaluation committee includes at least three qualified business professionals from the community. Management should present the results of the evaluation and recommendations to the board.
- **Recommendation 30: Establish internal control procedures for payroll that segregate duties to safeguard district assets.** Although the district did not have any problems resulting from a lack of internal controls, it should establish proper procedures to prevent problems from developing in the future. Segregation of duties not only protects the district, it also protects staff from being wrongfully accused of theft. The superintendent should meet with the business manager to determine which of the current payroll duties should be reassigned to other staff in the administrative offices.
- **Recommendation 31: Establish procedures to ensure that all funds in the district's depository bank are fully collateralized and monitored on a daily basis.** It is the responsibility of both the depository bank and the district to ensure that these requirements are carried out. CCAISD can implement this recommendation by it working with the depository bank to provide a daily online report of aggregate account balances and a monthly report of the market value of securities pledged to the district. Online reporting is critical when securities are volatile. The duty of monitoring these reports on a daily basis should be assigned to the business manager.
- **Recommendation 32: Reconcile all bank accounts on a monthly basis ensuring that adjustments are researched and posted to the district's books.** The Business Office should be responsible for reconciling all accounts, with ultimate approval by the superintendent. The business manager should establish a review procedure to make sure that these duties are being accomplished. This district should work with the depository bank to provide a daily online report of aggregate account balances and a monthly report of the market value of securities pledged to the district. The duty of monitoring these reports on a daily basis should be assigned to the business manager.
- **Recommendation 33: Establish a Board of Trustees policy and internal procedures to provide guidelines and specific requirements to support the grants prior to the application process.** The new policy should be for all grants to be approved by the superintendent. In addition, the project budget should be established and integrated with the budget development process. The business manager should research the activities of other school districts nationally and develop a recommended Board of Trustees policy. The business manager should implement procedures

that will assure all grants CCAISD receive support the goals and objectives of the district and provide value without creating unanticipated long-term costs.

- **Recommendation 34: Develop a budget process that includes stakeholder training, a budget manual, and a comprehensive budget calendar.** Budget training is available from several professional organizations. One professional organization holds an annual two-day Budget Academy for school district business officials. This training includes the development of a school district budget from concept to adoption and implementation. The budget manual should incorporate the Financial Accountability System Resource Guide (FASRG) requirements and a mechanism to provide an audit trail.
- **Recommendation 35: Design a budget document that will meet the National Advisory Council on State and Local Budgeting (NACSLB) definition, mission, and key characteristics of the budget process and the requirements of the Government Finance Officers Association’s Distinguished Budget Award Program.** The superintendent and the business manager should review the materials in the Texas Education Agency (TEA) FASRG to determine how to best approach the implementation of a budget development process that will provide the most appropriate budget presentation for CCAISD.
- **Recommendation 36: Include performance measures as part of the budget document.** By including performance measures as part of the budget document, CCAISD can effectively integrate the strategic plan, capital improvement plan and the technology plan with the operating budget and identify results related to budgetary decisions.
- **Recommendation 37: Establish a position control capability that integrates with the budget development process.** Develop a process to address deviations from the authorized staffing levels that will include a budget impact review and require a budget adjustment to address the departure from the approved staffing level.
- **Recommendation 38: Develop a Board of Trustees policy to address the level of unreserved fund balance to be maintained by CCAISD in the general fund.** A Board of Trustees policy regarding the required level of fund balance to be maintained in the general

fund is crucial to the long-term financial health of CCAISD. The superintendent and the business manager should review the requirements to comply with the requirements regarding the optimum level of fund balance per the Financial Integrity Rating System of Texas (FIRST) program and continue to use this guideline as a starting point in determining an adequate level of fund balance.

- **Recommendation 39: Create and adopt a comprehensive business procedures manual.** The manual should include all functions the Business Office controls or supports, including payroll, accounts payable, cash management, tax collections, accounting, and budgeting. The manual should also include a travel guidelines section.
- **Recommendation 40: Revise reporting processes on employee payroll taxes and taxable income.** The business manager should be directed to immediately stop this deduction, and issue reimbursement checks for the full, legal amount of the expenses. In addition, the district should include in employees’ wages the additional gross income that is the difference between the fair rental value and the actual rent charged on “teacherages” for those employees using the teacherages.

DETAILED FINDINGS

FINANCIAL REPORTING (REC. 27)

CCAISD lacks a process or formal structure to provide the board with monthly financial reports that assist in making sound budget and financial decisions. Instead, the board receives a monthly listing of bills to be paid and the vendors, and approves the expenditures as a single agenda item. In a typical month, the board is asked to approve in excess of \$600,000 including payroll, vendor bills, and bond payments. The information provided is an unstructured approach to interim financial reporting and does not provide the Board of Trustees with financial information that enhances their understanding of the financial status of CCAISD at any specific point in time. Principals and other staff also lack the reports and the training to understand what reports they do get to effectively manage their budgets.

TEA’s FASRG states, “The level and frequency of management review of the budget will vary by district. In most districts, the superintendent (or designee) reviews budget-to-actual comparisons monthly. Reporting periodic budget/actual results to the school board is customary in most districts.”

**EXHIBIT 4-2
PROPOSED MONTHLY REPORT
STATEMENT OF REVENUES AND EXPENDITURES
MONTH ENDING XXXXXXXXXXXX, XX, XXXX**

REVENUES/EXPENDITURES	2004-05			2003-04		
	BUDGET	EXPENDED TO DATE	PERCENT TO DATE	BUDGET	EXPENDED TO DATE	PERCENT TO DATE
Beginning Fund Balance	\$xxx,xxx	\$xxx,xxx		\$xxx,xxx	\$xxx,xxx	
REVENUES						
<u>Local Revenue</u>						
Tax Revenue	xx,xxx,xxx	xxx,xxx	xx%	xx,xxx,xxx	xxx,xxx	xx%
Athletic Revenue	xx,xxx	xxx,xxx	xx%	xx,xxx	xxx,xxx	xx%
Interest Income	x,xxx	x,xxx	xx%	x,xxx	x,xxx	xx%
Vocational Ed Tuition	x,xxx	x,xxx,xxx	xx%	x,xxx	x,xxx,xxx	xx%
Other Local Revenue	xx,xxx	x,xxx,xxx	xx%	xx,xxx	x,xxx,xxx	xx%
Total Local Revenue	xxx,xxx	xxx,xxx	xx%	xxx,xxx	xxx,xxx	xx%
State Revenue	x,xxx,xxx	xx,xxx,xxx	xx%	x,xxx,xxx	xx,xxx,xxx	xx%
<u>Federal Revenue</u>						
SHARS/Medicaid	xxx,xxx	xxx,xxx	xx%	xxx,xxx	xxx,xxx	xx%
ROTC Revenue	x,xxx,xxx	x,xxx,xxx	xx%	x,xxx,xxx	x,xxx,xxx	xx%
Total Federal Revenue	x,xxx,xxx	x,xxx,xxx	xx%	x,xxx,xxx	x,xxx,xxx	xx%
TOTAL REVENUES	\$xx,xxx,xxx	xx,xxx,xxx	xx%	xx,xxx,xxx	xx,xxx,xxx	xx%
EXPENDITURES						
Instruction	xx,xxx,xxx	xx,xxx,xxx	xx%	xx,xxx,xxx	xx,xxx,xxx	xx%
Instructional Resources	xxx,xxx	xx,xxx,xxx	xx%	xxx,xxx	xx,xxx,xxx	xx%
Curriculum/Staff Development	xxx,xxx	xx,xxx,xxx	xx%	xxx,xxx	xx,xxx,xxx	xx%
Instructional Leadership	xxx,xxx	x,xxx,xxx	xx%	xxx,xxx	x,xxx,xxx	xx%
School Leadership	x,xxx,xxx	xx,xxx	xx%	x,xxx,xxx	xx,xxx	xx%
Guidance/Counseling	xxx,xxx	xx,xxx	xx%	xxx,xxx	xx,xxx	xx%
Social Work Services	xx,xxx	xx,xxx	xx%	xx,xxx	xx,xxx	xx%
Health Services	xxx,xxx	x,xxx,xxx	xx%	xxx,xxx	x,xxx,xxx	xx%
Student Transportation	xxx,xxx	xxx,xxx	xx%	xxx,xxx	xxx,xxx	xx%
Co-curricular/Extracurricular	xxx,xxx	xxx,xxx	xx%	xxx,xxx	xxx,xxx	xx%
General Administration	x,xxx,xxx	x,xxx,xxx	xx%	x,xxx,xxx	x,xxx,xxx	xx%
Maintenance & Operations	x,xxx,xxx	xxx,xxx	xx%	x,xxx,xxx	xxx,xxx	xx%
Security & Monitoring	xxx,xxx	x,xxx,xxx	xx%	xxx,xxx	x,xxx,xxx	xx%
Data Processing	xxx,xxx	xx,xxx,xxx	xx%	xxx,xxx	xx,xxx,xxx	xx%
Debt Service	x,xxx,xxx	xx,xxx	xx%	x,xxx,xxx	xx,xxx	
Intergovernmental Charges	xx,xxx	xx,xxx	xx%	xx,xxx	xx,xxx	xx%
TOTAL EXPENDITURES	xx,xxx,xxx	x,xxx,xxx		xx,xxx,xxx	x,xxx,xxx	
ENDING FUND BALANCE	\$x,xxx,xxx	\$x,xxx,xxx	xx%	\$x,xxx,xxx	\$x,xxx,xxx	xx%

SOURCE: Created by Review Team, 2005.

CCAISD implemented Region 20's Regional Service Center Computer Cooperative (RSCCC) financial system, but does not provide the reports from this system to the board. This system has the option of providing detailed budget-to-actual financial expenditure reports to the district. These reports contain the following information for each individual budget code:

- detailed code containing all of the elements mandated by the FASRG;
- a written description of the code;
- appropriation or budget as amended;
- encumbrances (total purchase orders outstanding);
- expenditures (total of all expenses to date); and
- balance (the amount of appropriation or budget remaining).

Crystal City ISD increases stakeholder understanding and participation by providing an informative budget analysis report on a monthly basis. Crystal City's reports include information on the budget amount, the actual financial results, and variances from budget at a selected level of detail. The district supplements any large budget variance in monthly board reports with written or oral explanations.

One of the budget practices identified by GFOA includes the need for a government to evaluate its financial performance relative to the adopted budget. It is specifically noted that "It is essential that reports are prepared on a routine, widely-publicized basis. In addition to monitoring budget-to-actual results, reasons for deviations must be evaluated. These factors are important in assessing the significance of variations, including whether they are expected to be temporary or longer-term in duration."

The provision of monthly financial information can be helpful, but many governmental entities provide more formal quarterly financial reports that contain a/an:

- introductory letter;
- written analysis of financial condition supported by graphs and financial schedules that support the discussion;
- financial statements for all significant funds; and
- specialty reports for all funds.

Exhibit 4-2 shows one way of presenting revenue and expenditure information in a single report that compares the current year financial information with the same period for the prior year. An accompanying written analysis could

provide an explanation for any differences between the year's data.

The business manager should develop a monthly financial reporting process that provides a brief written analysis and financial statements for the general, food services, and significant special revenue funds. The business manager should also identify other governmental entities that provide more formal quarterly financial reports to determine a model for more comprehensive quarterly reports. In addition, the district should develop a formal structure for providing monthly and quarterly financial status reports for the Board of Trustees and district administrators.

The business manager should provide the board and other district administrators with monthly detailed budget-to-actual expenditure reports. The business manager should run the RSCCC detailed budget-to-actual expenditure reports on the last day of the month, or the first day of the following month, and distribute these reports to district administrators. A summary copy of the report along with an explanation of variances should be included in the board's monthly agenda package.

ANNUAL FINANCIAL REPORT (REC. 28)

The Annual Financial Report for CCAISD meets the requirements for financial reporting as promulgated by the Governmental Accounting Standards Board (GASB), but does not comply with the best practices for government reporting as recommended by Government Finance Officers Association (GFOA) and the Association of School Business Officials (ASBO). CCAISD auditors prepared the Annual Financial Report for the Year Ended August 31, 2004. Although the Annual Financial Report is CCAISD's report, the name of the auditing firm and logo are on the cover. This report includes the auditor's opinion letter and all of the necessary financial statements, footnote disclosures and the management's discussion and analysis disclosures, to comply with current governmental accounting principles as promulgated by GASB as well as reports the federal government requires relating to the Single Audit Act. This act mandates an independent financial and compliance audit of federal financial assistance programs. This report provides a view of the overall financial position of CCAISD, but lacks additional information to more effectively communicate how the financial activity for the fiscal year impacted the programs and services the district provided. Additional information includes items such as demographic statistics on the district and the county, progress made on improvement of scores

on standardized tests, or a narrative on new programs added to improve student achievement.

The current Annual Financial Report format contains the necessary financial information in the financial section, but lacks the letter from the business manager summarizing the fiscal operations and strategic plan. Other significant information does not appear in a transmittal letter or in the statistical section of CCAISD's report.

GFOA and ASBO provide recommended standards for the Comprehensive Annual Financial Report (CAFR). A governmental entity that meets these standards will receive a "Certificate of Achievement for Excellence in Financial Reporting." CCAISD does not publish an easily readable and efficiently organized comprehensive annual financial report. The Annual Financial Report is the final event in the annual planning and budgeting process for CCAISD as it completes the financial cycle and provides a basis for the following year's budget process.

The requirements for an easily readable and efficiently organized comprehensive annual report include:

- **Introductory Section** – This section includes a letter from the business manager that summarizes the fiscal operations and the strategic plan of the district, an organization overview, and clearly indicates that the Comprehensive Annual Financial Report is a report of the management of the CCAISD and the management of CCAISD is responsible for its preparation.
- **Financial Section** – This section includes:
 - The Independent Auditors' Report;
 - Management's Discussion and Analysis;
 - The Independent Auditors' Report;
 - Management's Discussion and Analysis;
 - Government-wide Financial Statements;
 - Fund Financial Statements;
 - Summary of Significant Accounting Policies;
 - Notes to the General Purpose Financial Statements; and
 - Combining and Individual Fund Information and Other Supplementary Information.
- **Statistical Section** – This section includes selected financial and demographic information generally presented on a multi-year basis.

The purpose of the CAFR is to provide financial information that shows both fiscal and operational accountability.

The district should prepare the Annual Financial Report to be consistent with the guidelines recommended by GFOA. The business manager should obtain the GFOA program guidelines from the GFOA website. The checklist that report reviewers use is available on the site along with a list of all of the governmental entities that prepared Annual Financial Reports that meet GFOA requirements. The district should implement the 2005–06 and all subsequent Annual Financial Reports consistent with GFOA guidelines.

Included on this list are 47 school districts from Texas that the business manager should contact to obtain copies of their Comprehensive Annual Financial Reports and discuss the issues involved with the preparation of these reports with the finance officers of these districts. Developing a Comprehensive Annual Financial Report for CCAISD will complement other components of this chapter to include recommendations in the budget section of this chapter.

AUDIT SERVICES (REC. 29)

CCAISD lacks a policy for the procurement and rotation of external audit services. The district did not issue a Request for Proposal (RFP) for financial auditing services since 1996 or for more than 10 years. CCAISD has no policy that formally indicates that CCAISD intends to seek proposals from audit firms on a periodic basis. When the district is ready to renew the external auditor's contract, it merely goes on the board agenda with no discussion and is voted on.

Since 2001–02, the district's auditor issued an unqualified opinion on the district's financial statements. An unqualified opinion is issued if, in the auditor's opinion, the district's financial statements are presented fairly. This unqualified opinion does not guarantee that the financial statements are perfect, but it does mean that the auditors performed sufficient tests to gain reasonable assurance that the financial statements are free of material misstatements.

During the onsite visit, the review team noted several areas of concern that were not identified by the external auditor and reported to the CCAISD board and management. These problems include the following:

- bank accounts are not reconciled on a periodic basis;
- 25 teacherages, or houses owned by the district that are available for rent to staff, conservatively estimated at a value of \$1,000,000 were not included in the plant inventory; and

- there were internal control problems (e.g., no effective separation of payroll duties and responsibilities).

An annual financial audit provides reasonable assurance about whether the financial statements fairly present the financial position, results of operations, and cash flows. Financial audits determine if the district is in conformity with generally accepted accounting principles (GAAP). For example, financial-related audits ask these questions:

- Has financial information been presented in accordance with established or stated criteria?
- Has the school district adhered to specific financial compliance requirements?
- Is the school district's internal control over financial reporting and safeguarding assets suitably designed and implemented to achieve the control objective?

The FASRG states that, during the audit, the auditor may become aware of certain matters relating to internal control that may be considered reportable conditions or material weaknesses. Such matters need to be communicated to the board. Reportable conditions and material weaknesses are defined as:

- A reportable condition is a matter brought to the auditor's attention that, in his judgment, represents significant deficiencies in the design or operation of the internal control, which could adversely affect the organization's ability to record, process, summarize, and report financial data consistently.
- A material weakness is a reportable condition in which the design or operation of one or more of the components of internal control does not reduce to a relatively low level the risk that errors and irregularities in amounts that would be material to the general purpose financial statements.

The FASRG also states that other matters may come to the auditor's attention that are not considered reportable conditions or material weaknesses. The auditor must evaluate these matters and either include them in a separate letter to management or communicate them orally to management. Other matters may be classified as either internal control or general operations related.

Even though the external auditor did not consider their findings to be material, their observations were not brought to the attention of CCAISD management and the board with either a management letter or an oral report to the board as

indicated in the FASRG rules. As a result, the board and superintendent were not made aware of possible finance-related problems.

GFOA recommends entering into multi-year agreements of at least five years' duration, but that after the expiration of a contract agreement, the governmental entity needs to initiate a competitive Request for Proposal process for auditor selection, and that the process actively seeks all qualified firms available to perform the annual audit. Competitive procurement on a periodic basis helps to reduce audit costs. Rotating auditors periodically also ensures the independence of the audit firm in auditing the district's records.

Recommended RFP for Audit Services usually include the following:

- identify the scope of the audit;
- require that the financial statements will conform to the independence standard promulgated in the General Accountability Office's Government Auditing Standards;
- include a reference to the desire to have an auditing firm that is familiar with the preparation of Comprehensive Financial Reports (CAFRs) for governmental entities;
- the proposal should seek a multiyear agreement of at least five years;
- the process should include the requirement for at least three references from other governmental clients of the firm;
- price for the audit services should not be the primary consideration in the selection of the audit firm;
- the process should be structured so that the principal factor in the selection process will be to select the firm deemed to be capable of providing the highest quality audit services;
- a proposal should be sought from the existing audit firm;
- the process should be completed by January 2007 to provide adequate time for the firm selected to become familiar with the activities of CCAISD.

The CCAISD board should adopt a policy for the periodic, competitive procurement and rotation of external audit services. The policy should address the period between competitive bids and the number of consecutive years that

one firm can perform the audit. The superintendent and the business manager should develop a request for proposal for external audit services using the FASRG format including a provision for an annual report to management on district business practices needing improvement. The policy should have a provision for an evaluation committee to include at least two qualified business professionals and one stakeholder from the community. Management should present the results of the evaluation and recommendations to the board. The board should approve the recommended firm only after considering both the evaluation and recommendation.

PAYROLL INTERNAL CONTROL (REC. 30)

CCAISD’s payroll process lacks adequate internal controls to prevent errors and safeguard district funds and is not documented in a procedures manual. The business manager learned the payroll process when she first came to the district about 20 years ago, and the process has not been documented in a procedures manual. CCAISD pays its employees on the second and fourth Fridays of the month.

Exhibit 4-3 compares CCAISD and peer district payroll costs as a percentage of total expenditures.

The business manager processed payroll payments for approximately 102 employees during 2004–05, not including substitutes and temporary positions. Of this number, approximately 20 percent selected the district’s direct deposit option. Payroll costs were 68.2 percent of total expenditures, about equal to the peer average.

The business manager processes payroll and collects time cards, enters the time card data into the system, cuts the paychecks, and distributes the paychecks. There is no system of checks and balances in this process, nor is there the necessary separation of duties and responsibilities, one of

the hallmarks of a good operating system. Paychecks (as well as all checks issued by the district) are signed by two board members upon approval of the board of all disbursements. However, by allowing one person to control the entire payroll process, including any data checks, there are no checks and balances in the system.

Internal control is defined as a process affected by an entity’s board of directors, management, and other personnel that provides reasonable assurance of the reliability of financial reporting, effectiveness and efficiency of operations, and compliance with applicable laws and regulations. A strong system of internal control enables a school district to ensure resources are properly handled and used and those resources are available for management and the school board’s designation. Control of activities is an essential component of good internal controls and is defined as the “policies and procedures that help ensure that management directives are carried out.” Elements of control of activities include the segregation of duties and physical controls.

TEA’s FASRG rules state that “top management should deliver a clear message to school district personnel that control responsibilities must be taken seriously. School district personnel must understand their own role in the internal control system, as well as how individual activities relate to the work of others.”

Effective districts segregate payroll duties to ensure that one person is not in total control of a procedure. For example, McDade ISD improved their internal controls, streamlined procedures, and established strong internal controls where more than one person was involved in the payroll procedure. In addition, McDade ISD improved their procedures manual to ensure that all involved in the payroll process understood their roles and responsibilities.

**EXHIBIT 4-3
SUMMARY OF BUDGETED PAYROLL COSTS
CCAISD AND PEER DISTRICTS, 2004–05**

DISTRICT	TOTAL PAYROLL COSTS	TOTAL EXPENDITURES	PERCENT OF TOTAL EXPENDITURES
Bovina ISD	\$2,812,327	\$3,864,168	72.8%
CCAISD	\$4,025,734	\$5,903,434	68.2%
Ft. Hancock ISD	\$4,076,045	\$6,306,330	64.6%
Marfa ISD	\$1,623,297	\$2,471,927	65.7%
San Perlita ISD	\$2,954,808	\$4,186,483	70.6%
PEER DISTRICT AVERAGE	\$2,866,619	\$4,207,227	68.1%

SOURCE: Texas Education Agency, PEIMS Reports 2004–05 Budget.

CCAISD should establish internal control procedures for payroll that segregate duties to safeguard district assets. Although the district did not experience any problems resulting from a lack of internal controls, it should establish proper procedures to prevent problems from developing. Segregation of duties not only protects the district, it also protects staff from being wrongfully accused of theft. The superintendent should meet with the business manager to determine which of the current payroll duties should be reassigned to other staff in the administrative offices. For example, the superintendent's assistant could pick up the time cards/sheets and deliver them to the accounts payable clerk. The accounts payable clerk then could enter the data into the system, which could in turn be checked by the business manager who would cut the checks. A fourth person, such as the PEIMS coordinator could then distribute checks after board members sign the checks.

In addition, the business manager should document the payroll procedures as part of a Business Office procedures manual. Documentation of procedures will ensure that duties and responsibilities can be carried out when there is a change of personnel in the district. Current staff in the Business Office have served the district for more than 15 years and understand the procedures. However, should one staff member be absent for some time, there is no backup. A procedures manual should be developed to protect the district and to document effective Business Office procedures.

FUND COLLATERAL AND MONITORING (REC. 31)

CCAISD lacks a process or procedure to monitor the securities their depository bank pledged. The only way the district knows about its marketable securities is through the external auditor when the bank provides the auditor with the value of the marketable securities during the district's financial audit. Also, the bank does not provide the district with daily online reporting of aggregate account balances.

In April 2005, the CCAISD board extended its depository contract until 2007 with the Van Horn State Bank located in Van Horn. After approval of the contract, the district and the bank executed and submitted a notarized depository contract to TEA. In the contract, the bank agreed to pledge approved marketable securities in an amount at market value sufficient to adequately protect the district's funds from day to day. The initial market value of those securities was \$3,052,569 in July 2003. Van Horn State Bank has been the district's depository bank since at least 1999.

In the fiscal year 2003 financial statements, the external auditor reported that the market value of securities pledged was \$3,681,043. The district's highest combined balances of cash, savings, and time deposit accounts amounted to \$3,950,653 during January 2003.

The Texas Comptroller of Public Accounts (CPA) publication *Banks to Bonds* states, "It is important that cash in the bank is fully collateralized. This means that the funds a school district's depository bank has on deposit should be securities of equal value plus two percent. This collateral should be monitored daily to ensure the safety of the school district's money." The Texas Education Code (TEC) and the FASRG provide that a bank serving as a school depository must provide either a surety bond and/or the market value of pledged securities in an amount sufficient to cover the balance of all district deposits. The depository bank may use Federal Deposit Insurance Corporation (FDIC) coverage to meet the pledge requirement.

Under the CPA's guideline, in January 2003, the bank must have had a total of \$4,029,666 in the combination of pledged securities and FDIC insurance. Instead the bank had a total of \$3,881,043, leaving \$148,623 uncollateralized. **Exhibit 4-4** displays this information for FY2003, FY2004, and FY2005.

Effective districts check the actual cash balances from the bank on a daily basis. Banks usually provide this information online. These balances are then compared to the market value of the securities pledged by the bank. In all cases, the total of FDIC insurance and pledged securities must exceed the district's actual balances.

CCAISD should establish procedures to ensure that all funds in the district's depository bank are fully collateralized and monitored on a daily basis. Both the Texas Education Code and Financial Accountability System Resource Guide (FASRG) require the depository bank to provide approved securities in a sufficient amount that adequately protects district funds. It is the responsibility of both the depository bank and the district to ensure that these requirements are carried out.

CCAISD can implement this recommendation by it working with the depository bank to provide a daily online report of aggregate account balances and a monthly report of the market value of securities pledged to the district. Online reporting is critical when securities are volatile. The duty of

EXHIBIT 4-4
DIFFERENCE BETWEEN PLEDGED SECURITIES AND CCAISD MAXIMUM DEPOSITS
FISCAL YEAR 2003, FISCAL YEAR 2004, AND FISCAL YEAR 2005

	FY2003	FY2004	FY2005
High bank balance	\$3,950,653	\$4,515,903	\$4,775,936
Balance plus two percent	\$4,029,666	\$4,606,221	\$4,871,455
Actual market value	\$3,681,043	\$4,393,253	\$3,449,085
FDIC insurance	\$200,000	\$200,000	\$200,000
Sum of FDIC and market value	\$3,881,043	\$4,593,253	\$3,649,085
Amount unsecured (over secured)	\$69,610	-\$77,350	\$1,126,851
Optimal amount (per CPA) unsecured	\$148,623	\$12,968	\$1,222,370

SOURCE: CCAISD Annual Financial Statements 2003, 2004, and 2005.

monitoring these reports on a daily basis should be assigned to the business manager.

BANK RECONCILIATIONS (REC. 32)

CCAISD lacks a documented process to reconcile bank accounts in a timely manner. The district maintains eight bank accounts with its depository bank and most of these accounts are not reconciled on a regular basis. The business manager is responsible for bank account reconciliation. During the review, she produced bank reconciliations for only three of the accounts for the past 12 months. Because bank reconciliations are not completed on a timely basis, the district cannot monitor its fund balances and invest its funds at optimal rates. Several times during 2005, bank accounts were overdrawn, resulting in charges to the district.

Reconciliation of bank accounts on a monthly basis ensures that funds are in balance and that errors are caught and corrected in a timely manner. Corrections not posted when they are detected tend to be overlooked and cause cash balances to be misstated. Accurate cash balance reports are essential to good cash management and allow the district to know what funds are available to invest. Good internal control requires timely reconciliation by a person who does not write the checks or make deposits and increases the early detection of theft. The FASRG (Section 1.5 Internal Control) states that effective oversight of district funds should be completed monthly to maintain effective oversight of accounts.

United ISD's director of Accounting ensures that all of that district's 14 bank accounts are reconciled in a timely manner by approving the reconciliation only after reviewing the appropriate evidence that the reconciliation was completed accurately.

CCAISD should reconcile all bank accounts on a monthly basis ensuring that adjustments are researched and posted to the district's books. The Business Office should be responsible for reconciling all accounts, with ultimate approval by the superintendent. The business manager should establish a review procedure to make sure that these duties are being accomplished. This district should work with the depository bank to provide a daily online report of aggregate account balances and a monthly report of the market value of securities pledged to the district. The duty of monitoring these reports on a daily basis should be assigned to the business manager.

GRANTS MANAGEMENT (REC. 33)

The district lacks a Board of Trustees policy or internal procedures in to coordinate and approve grant applications. School principals may write proposals without any district coordination. Although the elementary school principal is designated as the grants manager, the principal does not oversee, or coordinate, or get reports on grant applications. The elementary principal indicated that there are neither guidelines nor policies to assist in grants management.

Grants are often seen by district administrators and board members as a panacea for financial problems and they can provide significant benefits to organizations. Many districts use an approval process for grants that address the requirements and circumstances for the grants. For example, small dollar amount grants may require more management time than the value to be received from the grant, and stipulate requirements for matching funds, or grants that will fund new programs which a district must ultimately fund.

Many districts review grant proposals for the following:

- the impact the requested funds will have on students and support a district’s goals;
- where the grant project will be located and a list of the personnel necessary to carry out the project;
- a district’s in-kind contributions and other obligations associated with accepting the grant;
- what will occur with the program when funding is terminated;
- an objective and valid evaluation process which is aligned with the stated goals of the project; and
- demonstration that teachers, administrators, support personnel, students and community members (if appropriate) have been involved in the planning process.

The school district should establish a Board of Trustees policy and internal procedures to provide guidelines and specific requirements to support the grants prior to the application process. Grants should to be approved by the superintendent and the project budget should be established and integrated with the budget development process.

The business manager should research the activities of other school districts nationally and develop a recommended Board of Trustees policy. The business manager should implement procedures that will assure that all grants received by CCAISD support the goals and objectives of the district and will provide value without creating unanticipated long-term costs.

BUDGET PROCESS (REC. 34)

CCAISD lacks an effective budget process, a procedures manual for completing the budget process, a comprehensive budget calendar, written instructions for budget planning, or involvement of site-based decision-making committees. The following materials requested by the review team were identified by the district administration as not available:

- instructions provided to site-based decision-making committees for preparation of DIP, CIPs, and campus budgets;
- enrollment and population projections for use in budget preparation;
- a budget preparation manual;
- description of software and planning tools used by the district for the budget planning process; and

- copy of guidelines or policies for performing budget revenue and expenditure projections.

When the review team requested a list of staff typically involved in the budget process and their roles, district administration provided the following list verbally:

- superintendent
- business manager
- high school principal
- middle school principal
- elementary principal
- athletic director
- Maintenance and Transportation director
- Technology coordinator

There is no formal documentation of the process undertaken by these individuals to support budget recommendations, or even to develop the budget. The district appears to use a top-down approach to budgeting. The business manager prepares payroll budgets and does not share them with the board, principals, or other budget managers. The business manager appears to control allocation amounts for supplies and other budget items.

CCAISD has two policies relating to the budget process:

- **CE Annual Operating Budget (LEGAL)** – This policy identifies legal requirements for the adoption of the budget and provides statutory references for each requirement. This provides the legal foundation for the development of budgets by school districts in the state of Texas.
- **CE Annual Operating Budget (LOCAL)** – This policy adopted by the Board of Trustees in January 2002 notes that “budget planning shall be an integral part of overall program planning so that the budget effectively reflects the district’s programs and activities and provides the resources to implement them.” The policy references specific issues involving the availability of the proposed budget to the public, procedures for public input on the proposed budget or tax rate at the annual budget meeting, and addresses the ability for the Board of Trustees to amend the budget.

Policy CE does address the fact that the budget process is an integral part of the overall program planning but does not

provide specific direction regarding the planning process to include the role of any advisory committees, the need for a budget calendar, general direction regarding the content of the budget document, the need for the development of staffing formulas, and fiscal management goals.

The initial planning for a school system budget is typically based upon Board of Trustee policies, financial limitations, and the overall goals and objectives of the organization. CCAISD did not provide the review team with a district strategic plan. Based upon the current budgetary planning activities, it is impossible to determine if budgetary decisions are based upon any plan. The lack of a structured basis for establishing budget priorities makes it difficult to effectively communicate the impact of budgetary decisions to the stakeholders in the community.

The absence of any formal budgetary planning documents created a disjointed budget development and planning process. Apparently, the budget is determined by taking last year's budget and making incremental or decremental adjustments. There was no evidence of any planning based on program changes or strategies to achieve goals.

In the Financial Accountability System Resource Guide prepared by the Texas Education Agency (TEA), the budget process is identified as having three major phases: planning, preparation, and evaluation. In the preface to this document, planning is discussed as follows: "In school districts, the adoption of a budget implies that a set of decisions have been made by school board members and school district administrators which culminate in matching a school district's resources with its needs. As such, the budget is a product of the planning process." The budgetary process begins with sound planning. Planning defines the goals and objectives of campuses and the school district and develops programs to attain those goals and objectives. After these programs and plans are established, budgetary resource allocations are made to support them. Budgetary resource allocations are the preparation phase of budgeting. However, the allocations cannot be made until plans and programs are established. Finally, the budget is evaluated for its effectiveness in attaining goals and objectives. Evaluation typically involves an examination of how funds were expended, what outcomes resulted from the expenditure of funds, and to what degree these outcomes achieved the objectives stated during the planning phase. This evaluation phase is important in determining the following year's budgetary allocations. A key requirement for an effective budget planning process is to have Board of Trustees policies that clearly identify the roles

of the participants and the expectations to be accomplished from the process.

In addition, CCAISD lacks a formal budget development process that includes a budget manual and a mechanism to provide an "audit trail" to document the decisions that lead to the adopted budget. The district's budget allocation worksheets are provided to the school principals and others who then request amounts for specific items.

An example of a budget worksheet with amounts handwritten on the worksheet was provided to the review team. Some schools provided additional requests either through a separate memorandum or an additional spreadsheet. There is no evidence that any of these requests were discussed or implemented and information provided to the review team indicates that these requests were not addressed. Principals stated that they do not understand the budget process, indicating that there are difficulties in the communication within the budget development process.

The worksheets used in the budget development process focus only on the budget being developed. There is no information that identifies past expenditures or anticipated expenditures for the current year. As a result, there is no history to base the budget request on. In addition, there is no place on the worksheet for new activities or priorities.

CCAISD's budget process also fails to consider its goals or objectives in the budget process. Budgets are based on allocations that are not tied to district goals. Staff is not assigned or allocated based on educational objectives, and long-term maintenance and equipment needs are not considered. Second, the budget development process is centered in the Business Office, and does not actively involve the rest of the school community. District level and campus committees are not trained or briefed on the budget and have little knowledge of the development process. Principals report that they do not understand the budget process, how allocations are made, or for what certain allocations could be used. The lack of structure involving the procedural aspects of the development of the budget for CCAISD can result in frustration among the staff, the inability to clearly communicate the reasons for specific budget decisions, and cause problems in documenting the process.

The district also lacks a budget calendar. A good budget calendar uses the elements of the budget development process. The district can use the following three steps to prepare a budget calendar:

- Determine the level of detail needed. A district may have several budget calendars with varied levels of detail provided. A general calendar may be presented to the board while a detailed calendar may be used in the budget guidelines for each school. If several calendars are used, they must be summarized in a district master calendar to ensure that all the activities and dates are consistent and compatible.
- Identify all the activities that must be included in the calendar and arrange them in chronological order.
- Assign completion dates to each activity on the calendar. Completion dates for activities must be assigned working backward from the legally mandated date for presentation of the preliminary school district budget to the board by August 20. Dates also must be assigned to ensure that sufficient time is allowed for the completion of each activity on the calendar.

Budget calendars also contain a column that shows who is responsible for each activity listed. FASRG provides a sample budget calendar that can be modified to suit a district's needs. Section 2.7.2.2 of the Resource Guide discusses the need for a budget calendar and includes a sample calendar. **Exhibit 4-5** is an example of a budget calendar that is modified to meet the requirements of a smaller district.

Dripping Springs ISD has developed a planning process that begins in October and includes the board, citizens, administration, and staff in the development process. This process includes the following:

- board review of the mission and approval of school improvement plans;
- four board budget workshops;
- a budget review team composed of the superintendent, assistant superintendents, directors, campus administrators, and teachers;
- a slide presentation, which includes comparative data from other districts;
- presentation of the budget to community leaders; and
- a public hearing and adoption.

Effective budgeting provides a district with a solid financial foundation. Costs must be accurately reported and effectively controlled. Everyone involved in the budget process must have sufficient and accurate information to ensure that when budget reductions or changes are required, they will not be to the detriment of the district's primary goal, providing

quality education to its students. An effective district begins the budget planning process by training the board, superintendent, and other officials on budget development. Only after receiving this instruction can a district go on to develop a comprehensive and inclusive budget process, which includes a planning calendar and stakeholder involvement.

CCAISD should develop a budget process that includes stakeholder training, a budget manual and a comprehensive budget calendar. The business manager should attend budget training. The superintendent and the business manager should develop a plan and a budget for board and administrator training. The business manager should work with the superintendent to develop and publish a budget calendar and budget guidelines. The business manager should determine district revenues and work with the superintendent, the board, and district stakeholders to determine expenditures. The business manager should prepare presentations and handouts for the board, citizens, and district personnel.

Budget training is available from several professional organizations. One professional organization holds an annual two-day Budget Academy for school district business officials. This training includes the development of a school district budget from concept to adoption and implementation. In addition, this organization and other professional groups offer certification courses such as one entitled Budget and Financial Planning. This course is designed for business officials, superintendents, and board members and covers the following subjects:

- budgetary approaches;
- the budget development process;
- communicating the budget;
- roles and responsibilities;
- legal requirements (funds to be budgeted);
- forecasting;
- multiyear projections;
- fund balance;
- grant/construction programs;
- truth in taxation; and
- fiscal year change.

The business manager should also develop a budget manual that incorporates the requirements identified *Financial Accountability System Resource Guide (FASRG)* and a mechanism to provide an audit trail. The budget manual should

**EXHIBIT 4-5
BUDGET CALENDAR EXAMPLE**

TARGET DATE	ACTIVITY/PROCESS	RESPONSIBILITY
11-01-xx	Budget process approved	superintendent
11-15-xx	Projected enrollments	Business manager
02-15-xx	Staffing requirements determined	superintendent
03-06-xx	Budget process outlined to principals and staff	superintendent and Business manager
03-08-xx	Beginning of school budget preparation	principals/staff
03-08-xx	Beginning of special program and support services budget preparation	Special program and support departments
04-01-xx	Completion of school budgets	principals
04-06-xx	Completion of special program and support services budgets	Special program and support departments
04-08-xx	Initiate review of school budgets and non-allocated requests	superintendent and Business manager
05-18-xx	Review projected revenue estimates	superintendent and Business manager
05-19-xx	Initiate superintendent's review of preliminary district budget	superintendent
05-21-xx	Review personnel staffing and proposed salary schedule	superintendent and Business manager
05-22-xx	Review building maintenance, renovation, and construction schedules	superintendent and Business manager
06-01-xx	Complete superintendent's review of preliminary district budget, personnel requirements, facility requirements, and projected revenue.	superintendent, Business manager, principals, and support directors
06-08-xx	Complete first draft of district budget	Business manager
06-09-xx	Review first draft of district budget	superintendent
06-16-xx	Budget workshop	board and administrative staff
06-24-xx	Administrative budget meeting	Input from citizens and district employees
07-16-xx	Budget workshop	board and administrative staff
07-30-xx	Complete final budget draft	superintendent and Business manager
08-06-xx	Preliminary public budget hearing	board, superintendent, and Business manager
08-13-xx	Official public budget hearing	board, superintendent, and Business manager
08-20-xx	Budget adopted	board

SOURCE: Texas Education Agency Financial Accountability System Resource Guide (FASRG) as modified by MGT of America, 2006.

incorporate the requirements identified in sections 2.7.2.1 and 2.7.2.2 of the FASRG.

The Financial Accountability System Resource Guide, Update 10.0–January 2003, Section 2.7.2.1 Preparation of Budget Guidelines prepared by TEA identifies the following elements to be included in a Budget Manual:

- a budget transmittal letter from the superintendent;
- a budget memorandum or overview that explains the district budgeting philosophy and approach; outlines the

budget development process; and references major assumptions and changes in the budgetary process from the previous year;

- fiscal limitations to be observed district-wide such as maintenance of service levels, specific percentage increases/decreases in resource allocations, and personnel hiring guidance;
- a budget calendar of critical dates for budget development;

- instructions concerning which expenditure items are to be budgeted at the campus level and what level of detail is required for submission;
- a copy of standard budget preparation worksheets, submission forms and/or diskettes; and
- a list of account codes necessary for the preparation of campus budgets.

This recommendation requires the business officer attend budget training, which costs about \$275. Travel costs will add another \$450. The total one-time cost is estimated to be \$725 (\$275+\$450 = \$725).

BUDGET DOCUMENT (REC. 35)

CCAISD’s budget document does not meet GFOA guidelines, nor is it consistent with the recommendations of TEA. The 2005–06 budget adopted by CCAISD and provided to the review team consists of two pages of spreadsheet information that appears to be a budget summary. The current format does not comply with the best practices for budget presentation.” The budget process and the resulting budget document CCAISD provided do not provide the information necessary to support informed choices.

GFOA, and seven other state and local government associations, created National Advisory Council on State and Local Budgeting (NACSLB) in 1995 and charged it with developing a set of recommended practices in the area of state and local budgeting. The Council concluded its work in December 1997. The GFOA endorsed the work of the NACSLB, including the NACSLB’s definition, mission, and key characteristics of the budget process as follows:

- **Definition of the Budget Process** – The budget process consists of activities that encompass the development, implementation, and evaluation of a plan for the provision of services and capital assets.
- **Mission of the Budget Process** – To help decision makers make informed choices about the provision of services and capital assets and to promote stakeholder participation in the process.
- **Key characteristics of the budget process** are identified as follows:
 - incorporates a long-term perspective;
 - establishes linkages to broad organizational goals;
 - focuses budget decisions on results and outcomes;
 - involves and promotes effective communication with stakeholders; and

- provides incentives to government management and employees.

The NACSLB also states:

The key characteristics of good budgeting make it clear that the budget process is not simply an exercise in balancing revenues and expenditures one year at a time, but is strategic in nature, encompassing a multi-year financial and operating plan that allocates resources on the basis of identified goals. A good budget process moves beyond the traditional concept of line item expenditure control, providing incentives and flexibility to managers that can lead to improved program efficiency and effectiveness.

The budget materials used in the 2005–06 CCAISD budget compare with the listed factors identified by NACSLB as follows:

- **Long-term Perspective** – This document provides financial information for a single year. There is no discussion of the beginning and ending fund balances and there is no written material that identifies how the 2005–06 budget decisions will affect the long-term financial goals of CCAISD.
- **Establishes Linkages to Broad Organizational Goals** – The goals of the Board of Education are not addressed in any of the budget materials.
- **Focuses on Results and Outcomes** – The 2005–06 budget for CCAISD is essentially an accounting document. It is not a document designed to support a decision making process. Funds, account codes and account titles are identified only for the 2005–06 fiscal year. There is no information to indicate the expected results to be achieved from the adoption of the budget.
- **Involves and Promotes Effective Communication with Stakeholders** – The accounting materials included in the budget provide no information of substance to a third party that may be interested in understanding the structure of CCAISD or the methods used to allocate the available resources.
- **Provides Incentives to Government Management and Employees** – The current budget process includes no incentives for managers to identify how current processes can be modified to reduce costs or improve services.

NACSLB states that “the mission of the budget process is to help decision makers to make informed choices about the

provision of services and capital assets to promote stakeholder and to promote stakeholder participation in the process.” GFOA has a Distinguished Budget Award Program that reflects the best practices regarding budget presentation for local governments that requires the following as a minimum for consideration of this award:

THE BUDGET AS A POLICY DOCUMENT

- The document needs to include a coherent statement of entity wide long-term financial policies.
- The document is to include a budget message that articulates priorities and issues for the budget for the new year. The message must describe significant changes in priorities from the current year and explain the factors that led to those changes.

THE BUDGET AS A FINANCIAL PLAN

- The document shall present a summary of major revenues and expenditures, as well as other financing sources and uses, to provide an overview of the total resources budgeted by the organization.
- The document shall include summaries of revenues and other financing sources, and of expenditures and other financing uses for the prior year actual, the current year budget and/or estimated current year actual, and proposed budget year.
- The document shall describe major revenue sources, explain the underlying assumptions for the revenue estimates, and discuss significant revenue trends.
- The document shall include projected changes in fund balances, as defined by the entity in the document, for appropriated governmental funds included in the budget presentation.
- The document shall include financial data on current debt obligations, describe the relationship between current debt levels and legal debt limits, and explain the effects of existing debt levels on current and future operations.
- The budget shall explain the basis of budgeting for all funds, whether cash, modified accrual, or some other statutory basis.

THE BUDGET AS AN OPERATIONS GUIDE

- The document shall describe activities, services or functions carried out by organizational units.

- The document shall include an organization chart(s) for the entire organization.
- A schedule or summary table of personnel or position counts for prior, current and budgeted years shall be provided.

THE BUDGET AS A COMMUNICATION DEVICE

- The document shall describe the process for preparing, reviewing and adopting the budget for the coming fiscal year. It also needs to describe the procedures for amending the budget after adoption.
- Charts and graphs need to be used, where appropriate, to highlight financial and statistical information. Narrative interpretation is to be provided when the messages conveyed by the graphs are not self-evident.
- The document shall include a table of contents to make it easy to locate information in the document.

The district should design a budget document that will meet the National Advisory Council on State and Local Budgeting (NACSLB) definition, mission, and key characteristics of the budget process and the requirements of the Government Finance Officers Association’s Distinguished Budget Award Program.

The superintendent and the business manager should review the materials in the TEA FASRG and contact some of the twelve school districts in Texas that have earned the GFOA Distinguished Budget Award to determine how to best approach the implementation of a budget development process that will provide the most appropriate budget presentation for CCAISD.

PERFORMANCE MEASURES (REC. 36)

CCAISD’s budget document lacks performance measures or other information relating the budget to service delivery. The GFOA recommended practice for measuring the cost of government states that: “A key responsibility of state and local governments is to develop and manage programs, services, and their related resources as efficiently and effectively as possible and to communicate the results of these efforts to the stakeholders. Performance measurement, when linked to the budget and strategic planning process, can assess accomplishments on an organization-wide basis.” GFOA goes on to recommend that “program and service performance measures be developed and used as an important component of long term strategic planning and decision making which should be linked to governmental budgeting.”

Performance measures should include the following:

- be based on program goals and objectives that tie to a statement of program mission and purpose;
- measure program outcomes;
- provide for resource allocation comparisons over time;
- measure efficiency and effectiveness for continuous improvement;
- be verifiable, understandable, and timely;
- be consistent throughout the strategic plan, budget, accounting and reporting systems and to the extent practical, be consistent over time;
- be reported externally and internally;
- be monitored and used in managerial decision-making processes;
- be limited to a number and degree of complexity that can provide an efficient and meaningful way to assess the effectiveness and efficiency of key programs; and
- be designed in such a way to motivate staff at all levels to contribute toward organizational improvement.

GFOA recommends that all governments use performance measures as an integral part of the budget process.

CCAISD should include performance measures as part of the budget document. The inclusion of performance measures as part of the budget document will let CCAISD effectively integrate the strategic plan, capital improvement plan, and the technology plan with the operating budget. The district can also identify results related to budgetary decisions.

The superintendent and the business manager should work with the principals and department heads to identify meaningful performance measures for inclusion in the budget document. They should then develop procedures for gathering necessary information to accurately report on the performance measures.

POSITION CONTROL (REC. 37)

CCAISD does not have a formal position control capability in place to assure that school staff are compliant with the positions included in the budget. Additionally, there is no information included in any of the budget materials relating to the numbers of positions authorized in the budget.

The 2004–05 Budgeted Financial Data provided by TEA shows that 68.2 percent of the total budget for CCAISD consists of payroll costs. Payroll is clearly the major expenditure category for CCAISD and for all other school districts in Texas and nationwide. The budget is adopted based upon the staff authorized for each school and department. To effectively manage this significant expenditure category, it is necessary for district's to have a formal process to assure staffing levels are consistent with the positions included in the budget.

The day-to-day management of public sector budgets is normally focused on disbursements for goods and services with the expectation that the resources expended for salaries and benefits is less of an issue if the proper amounts are budgeted for payroll expenditures. In addition, systems for position controls are usually established to fit the needs of an organization. Smaller organizations often use a simple system using the payroll system as the main source of information.

The school district should establish a position control capability that integrates with the budget development process. The position will assure that all full-time positions on the payroll of CCAISD are authorized in the budget and develop a process to address deviations from the authorized staffing levels that will include a budget impact review and require a budget adjustment to address the departure from the approved staffing level.

The business manager and the superintendent should collaborate to establish a process for assuring that the CCAISD staffing levels are consistent with the positions in the budget. This process should include procedures to document and approve any changes that may be necessary during the year.

UNRESERVED FUND BALANCE (REC. 38)

CCAISD lacks a policy to address the level of unreserved fund balance. CCAISD does not monitor its fund balance, and until recently, did not monitor or project cash flows.

The level of fund balance is a policy issue for governmental entities. TEA requires, as part of the annual financial report, a Fund Balance and Cash Flow Calculation Worksheet, which is in CCAISD's annual financial report.

Exhibit 4-6 is a summary of financial activity from 2000–01 through 2002–03. This exhibit shows how CCAISD moved

from a fund balance of \$1,108,066 to a fund balance of \$1,903,563 in four years.

Exhibit 4-7 displays the CCAISD fund balance from 2000–01 through 2004–05.

This exhibit does not address the level of fund balance necessary to maintain a sound financial position.

Fund balance is the gross difference between a fund’s assets and liabilities reflected on the balance sheet and is similar to the retained earnings in financial accounting. The fund balance is normally comprised of the following three elements:

- Reserved fund balance designates the portion of fund balance that is not available for appropriations or expenditures and includes items such as inventory. The reserved fund balance also includes funds that are legally

restricted for a specific use such as a reserve for encumbrances. CCAISD has funds in the reserved fund balance totaling \$1,521,249 as of August 31, 2004.

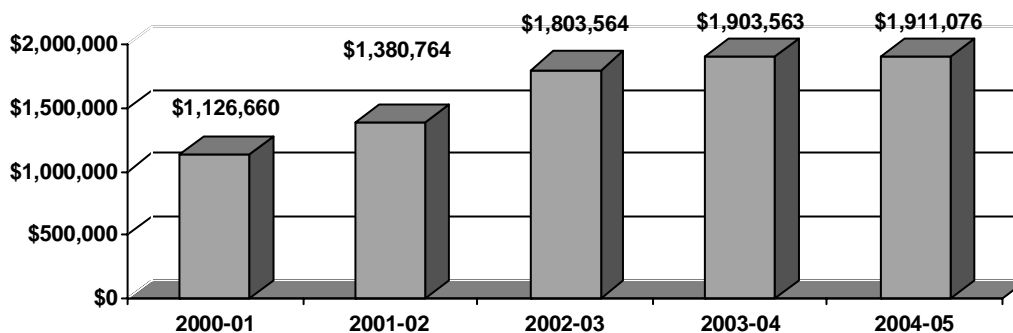
- Designated unreserved fund balance is an amount set aside or designated by management to reflect tentative plans or commitments of district resources. Designations require board action to earmark fund balance for bona fide purposes that will be fulfilled within a reasonable period of time. An example would be designations for self-insurance or capital replacement. Because CCAISD is self-insured for health and workers’ compensation, it must maintain funds in the designated unreserved fund balance.
- Undesignated unreserved fund balances are the difference between the unreserved fund balance and

**EXHIBIT 4-6
GENERAL FUND
ANALYSIS OF CHANGES IN FUND BALANCE
2000-01 THROUGH 2003-04**

REVENUES/EXPENDITURES	2000-01	2001-02	2002-03	2003-04	CHANGE FROM 2000-01
Beginning Fund Balance	\$1,108,066	\$1,126,660	\$1,380,764	\$1,803,654	\$695,588
Revenues	6,223,428	6,562,489	6,880,373	6,489,587	266,159
Expenditures	6,191,466	6,308,385	6,457,483	6,389,827	198,361
Revenues Over (Under)	31,962	254,104	422,890	99,760	67,798
Expenditures	65,302	9,556	8,439	7,937	(57,365)
Other Resources (Uses)	51,934	9,556	8,439	8,086	(43,848)
Ending Fund Balance	\$1,126,660	\$1,380,764	\$1,803,564	\$1,903,563	\$776,903

SOURCE: CCAISD Annual Financial Reports for 2000–01, 2001–02, 2002–03 and 2003–04.

**EXHIBIT 4-7
CCAISD FUND BALANCE
2000-01 THROUGH 2004-05**



SOURCE: CCAISD Annual Financial Statements 2000-01 through 2004-05.

the designated unreserved fund balance. This portion of the fund balance is usually available to finance monthly operating expenditures.

Prudent financial management requires accumulating undesignated unreserved fund balance in the General Fund in an amount that is adequate to cover net cash outflows that occur in virtually all school districts during most of the fiscal year.

GFOA recommends the following guidelines:

- governments establish a formal policy on the level of unreserved fund balance that needs to be retained in the General Fund;
- the level of the unreserved fund balance is based upon the specific circumstances being faced by a governmental entity;
- the unreserved fund balance needs to be no less than five to 15 percent of regular general fund operating revenues or no less than one to two months of regular general fund operating expenditures; and
- measures be applied within the context of long-term forecasting to avoid the risk of placing too much emphasis upon the level of unreserved fund balance at any one time.
- GFOA also recommends that in establishing a policy governing the level of unreserved fund balance in the general fund, a government is to consider a variety of factors, including:
 - the predictability of revenues and the volatility of expenditures (i.e., higher levels of unreserved fund balance may be needed if significant revenue sources are subject to unpredictable fluctuations or if operating expenditures are highly volatile);
 - the availability of resources in other funds as well as the potential drain upon general fund resources from other funds (i.e., the availability of resources in other funds may reduce the amount of unreserved fund balance needed in the general fund, just as deficits in other funds may require that a higher level of unreserved fund balance be maintained);
 - liquidity (i.e., a disparity between when financial resources actually become available to make payments and the average maturity of related liabilities may require that a higher level of resources be maintained); and

- designations (i.e., governments may wish to maintain higher levels of unreserved fund balance to compensate for any portion of unreserved fund balance already designated for a specific purpose).

The issue of fund balance is a criterion used in the classification of the Financial Integrity Rating System of Texas (FIRST). TEA considers an adequate level of fund balance for CCAISD associated with this question: “Was the total fund balance in the general fund more than 50 percent and less than 150 percent of optimum according to the fund balance and cash flow calculation worksheet in the annual financial report?” The content of this question is consistent with the issues raised by GFOA. To calculate the optimum fund balance add the estimated amount to cover cash flow deficits in the General Fund for the fall period in the following fiscal year, plus estimated average monthly cash disbursements of the General Fund for the nine months following the fiscal year.

The TEA worksheet for FY 2003–04 shows a calculation of an optimum fund balance and cash flow as \$3,256,703; CCAISD’s total General Fund Balance of August 31, 2004 was \$1,829,297, or 56.17 percent of the optimal fund balance. Although the district did not comply in FY 2001 or FY 2000, it has moved to be within the guidelines in FY 2004.

CCAISD should develop a Board of Trustees policy to address the level of unreserved fund balance to be maintained by CCAISD in the general fund. A Board of Trustees policy regarding the required level of fund balance to be maintained in the general fund is crucial to the long-term financial health of CCAISD.

The superintendent and the business manager should review the requirements to comply with the requirements regarding the optimum level of fund balance per the FIRST program and continue to use this guideline as a starting point in determining an adequate level of fund balance.

COMPREHENSIVE BUDGET PROCEDURE MANUAL (REC. 39)

CCAISD lacks a comprehensive business procedures manual to provide guidance for Business Office staff and other district employees or continuity in the event of employee turnover. The review team was not given any written procedures for any of the Business Office, payroll, asset management, and other functions. Although there are software manuals for using the financial system and access to the FASRG, no comprehensive business procedures manual exists to provide guidance to the district’s employees on other areas such as

accounts payable or payroll. The current staff in the Business Office have been with the district for at least 15 years, and learned procedures from experience and their predecessors. There is no backup procedure when one person is out for an extended sick leave or other reasons.

A comprehensive business procedures manual serves as documentation of the district's accounting policies and procedures and defines the processes used to create and complete financial transactions. The manual provides procedures that describe how tasks are to be performed in the district and explains the purpose of procedures as they relate to the internal control structure.

The TASB policies provide a framework for both the legal and local environment. A number of these policies are dedicated to financial topics and provide some guidance on what to do. However, these policies do not provide guidance on how to accomplish specific tasks because they are policies, not procedures for carrying out the policy.

The GFOA issued a statement supporting accounting policies and procedures manuals. GFOA states that accounting manuals must include the policies and procedures for accounting and other finance-related functions, such as accounts payable, payroll, budgeting, investments, cash receipts, and financial reporting. By carefully documenting business processes, staff can fully understand what is expected and required to accomplish their duties.

San Antonio ISD, Ft. Worth ISD, and Dripping Springs ISD have accounting policy and procedures manuals. These manuals define the authority and responsibility of all employees in financial management. They not only use the documentation of the accounting procedures to indicate the employee responsible for specific tasks, but also indicate who can authorize transactions and who is responsible for the security of records and assets. These school districts update their accounting manuals annually and when a change occurs in the policies or procedures. School districts find the accounting manual to be a valuable resource in training new employees and providing accountability for the accounting and finance functions.

CCAISD should create and adopt a comprehensive business procedures manual. The manual should include all functions the Business Office controls or supports, including payroll, accounts payable, cash management, tax collections, accounting, and budgeting. Travel guidelines also should be included as a section of the manual. When completed, the manual should be posted to the district's

website for easy access by all district personnel. This also will allow the procedures manual to be updated when changes are made, without having to distribute new copies to schools and support departments. Documentation of procedures will ensure that duties and responsibilities can be carried out when there is a change of personnel in the district. Current staff in the Business Office have served the district for more than 15 years and understand the procedures. However, should one staff member be ill or out for protracted periods of time, there is no backup. A procedures manual should be developed to protect the district and to document effective Business Office procedures.

EMPLOYEE INCOME (REC. 40)

CCAISD incorrectly reports the amount of employee's earnings to the Internal Revenue Service (IRS), the Teacher Retirement System (TRS), and the Texas Education Agency (TEA). District employees noted that reimbursements for expenses of travel and purchases are added into the employee's paycheck, and payroll deductions made from the "additional pay." The business manager confirmed that payroll deductions are taken from these reimbursements because the outside auditor was thought to have recommended this practice. However, in interviews with the review team, the external auditor stated that this was not recommended. In addition, the external auditor did not note this practice in the management letter of the annual financial report.

This practice incorrectly reports the amount of an employee's earnings to the IRS and TRS. Federal tax law does not include reimbursements for expenses and purchases in an employee's "income" for federal tax purposes. Instead, these are "expenses" of the employing entity. In addition, the district is paying additional payroll taxes because the actual payroll amounts are inflated. This deduction also causes incorrect statements or reporting of payroll expenditures to TEA. Correct practice and law on reimbursements to employees states that reimbursements are not considered income.

CCAISD does not include additional gross income in employees' wages for the difference between the fair rental value and lower actual rent charged for those employees using a teacherage. The district owns 25 teacherages or houses that are available for rent to staff as an incentive or benefit. In 2004-05, the district rented 23 of the 25 houses owned to staff at a reduced rental rate. The other two houses were being renovated and thus not available to rent. Board Policy LDU-48-94, dated 11/28/1994, set rent rates at \$150 through \$300 a month, as assigned by the Superintendent or designee.

This policy was adopted to provide an incentive to attract teachers into the district. Internal Revenue Code (IRC) Section 61 and Income Tax Regulation Section 1.61 define gross income as including the difference between the fair rental value and the actual rent charged by employers and states that the difference should be recognized and reported as income. For example, if property could rent for \$300 per month but the district chooses to rent the property to an employee for \$100, then the \$200 difference is additional gross income that must be included in the employee’s wages. By not including the rental incentive (additional gross income) in an employee’s wages, the district is at risk of being assessed additional taxes, penalties, and interest should the IRS

perform a payroll audit in addition to being at risk with TRS and TEA for reporting purposes.

The district should revise reporting processes on employee payroll taxes and taxable income. The business manager should be directed to immediately stop the deduction related to reimbursements. In addition, the district should include in employees’ wages the additional gross income that is the difference between the fair rental value and actual rent charged by the district on teacherages for those employees using the teacherages.

For background information on Financial Management, see p. 145 in the General Information section of the appendices.

FISCAL IMPACT

RECOMMENDATIONS	2006-07	2007-08	2008-09	2009-10	2010-11	TOTAL 5-YEAR (COSTS) SAVINGS	ONE-TIME (COSTS) SAVINGS
CHAPTER 4: FINANCIAL MANAGEMENT							
27. Develop a monthly financial reporting process that provides a brief written analysis and financial statements for the general, food services, and significant special revenue funds.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
28. Prepare the Annual Financial Report to be consistent with the guidelines recommended by the GFOA.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
29. Adopt a policy for the periodic, competitive procurement and rotation of external audit services.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
30. Establish internal control procedures for payroll that segregate duties to safeguard district assets.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
31. Establish procedures to ensure that all funds in the district’s depository bank are fully collateralized and monitored on a daily basis.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
32. Reconcile all bank accounts on a monthly basis ensuring that adjustments are researched and posted to the district’s books.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
33. Establish a Board of Trustees policy and internal procedures to provide guidelines and specific requirements to support the grants prior to the application process.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
34. Develop a budget process that includes stakeholder training, a budget manual, and a comprehensive budget calendar.	\$0	\$0	\$0	\$0	\$0	\$0	(\$725)

FISCAL IMPACT (CONTINUED)

RECOMMENDATIONS	2006-07	2007-08	2008-09	2009-10	2010-11	TOTAL 5-YEAR (COSTS) SAVINGS	ONE-TIME (COSTS) SAVINGS
35. Design a budget document that will meet the National Advisory Council on State and Local Budgeting (NACSLB), definition, mission, and key characteristics of the budget process and the requirements of the Government Financial Officers Association's Distinguished Budget Award Program.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
36. Include performance measures as part of the budget document.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
37. Establish a position control capability that integrates with the budget development process.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
38. Develop a Board of Trustees policy to address the level of unreserved fund balance to be maintained by CCAISD in the general fund.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
39. Create and adopt a comprehensive business procedures manual.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
40. Revise reporting processes on employee payroll taxes and taxable income.							
TOTALS-CHAPTER 4	\$0	\$0	\$0	\$0	\$0	\$0	(\$725)



Chapter 5

Purchasing

CHAPTER 5. PURCHASING

The purchasing function at Culberson County-Allamore Independent School District (CCAISD) is part of the central administration in the Business Office. The business manager serves as the chief purchasing officer and is assisted by the accounts payable clerk. The business manager is responsible for purchasing activities, including vendor updates, inventory audits, renewing contracts, and processing bid requests as well as records management and fixed assets. All requests and purchase orders from schools and departments are submitted, processed, and approved through the Business Office. CCAISD participates in several cooperative purchasing programs including the Regional Education Service Center XVIII (Region 18) and the EDLINK18 Consortium. The director of maintenance and transportation maintains the district's warehouse room and custodial operations. CCAISD uses a former classroom as its warehouse.

ACCOMPLISHMENT

- CCAISD obtains goods and services at lower prices by participating in the Region 18 purchasing cooperative.

FINDINGS

- The CCAISD purchasing policies lack the necessary policy direction to support an effective purchasing process.
- CCAISD does not comply with state regulations governing competitive procurement.
- CCAISD lacks clear operational guidelines or procedures to support the purchasing process.
- The district lacks a process to ensure contracts are coordinated in a central location.
- CCAISD uses an inefficient manual purchase requisition process that is paper-driven from purchase initiation through the creation of the purchase order, time-consuming and labor intensive.
- The district lacks procedures for inventory and control of the district's warehouse.

RECOMMENDATIONS

- **Recommendation 41: Review all of the current purchasing policies and prepare revisions to CH,**

CHF, and DBD (LEGAL) and CHD and CHE (LOCAL) that will address the issues of purchasing authority, bidding procedures, and vendor relations. The business manager should contact the Texas Association of School Boards (TASB) to review purchasing policies other school districts in Texas use. A second source of information is the Association of School Business Officials (ASBO). Based on this information, policies CHD and CHE should be revised and additional policies should be established as necessary.

- **Recommendation 42: Develop guidelines for competitive procurement methods to comply with state purchasing laws.** The business manager and the accounts payable clerk should develop district guidelines for competitive procurement methods that comply with state purchasing laws and board policy. The business manager should document the guidelines to a purchasing procedures manual. All staff should understand the guidelines to ensure compliance.
- **Recommendation 43: Develop and implement a purchasing manual that will effectively support the purchasing process for CCAISD.** The manual should provide detailed information regarding purchasing policies, guidelines, procedures, and include approved vendor lists and supply catalog information. Purchasing manuals explain allowable purchasing thresholds, allowable purchases, local policy, and the approval process and also promotes more consistent purchasing practices. A purchasing manual needs to list the staff members authorized to make purchases and explain how to make emergency purchases.
- **Recommendation 44: Establish a central contracts management function where the Business Office coordinates and maintains all contracts except for the construction management contracts.** The business manager should work with all of the schools and departments to obtain original copies of current contracts, establish a central filing system for these contracts, and establish a calendar that identifies the contract dates and contract expiration dates.
- **Recommendation 45: Automate the purchase order process.** The district should to contact Region 20 to

ensure the automated purchase order system is a component of the Regional Service Center Computer Cooperative (RSCCC) that the district can implement.

- **Recommendation 46: Develop steps for the inventory and control of the district’s warehouse.** Policies and procedures must be in place for the receipt of goods. The district should monitor warehouse operations to ensure that standardized policies and procedures are implemented and that warehouse staff follow them. These policies and procedures include checking the quantity and quality of merchandise, ensuring that staff maintain the required inventory records. Maintaining inventory records on the contents of the warehouse is essential to good district management.

DETAILED ACCOMPLISHMENT

PURCHASING COOPERATIVE PARTICIPATION

CCAISD obtains goods and services at lower prices by participating in the Region 18 purchasing cooperative. The district pays a \$500 annual fee to participate in the cooperative, which enables the district to purchase school and office supplies, instructional aids, furniture, physical education equipment and supplies, and athletic supplies and equipment at negotiated prices. In addition, the district may purchase computer hardware, software, supplies, and accessories through the cooperative’s negotiated contracts. Moreover, the district participates in the EDLINK18 consortium which provides telecommunications services, internet access, e-mail, voicemail, fax, data and video-conferencing services at no cost. This is an especially valuable service to a district like CCAISD, which lacks the purchasing power of a large cooperative to negotiate prices or obtain services.

As a result of membership, the district can obtain goods and services at lower prices than it could if buying on its own, therefore saving the district thousands of dollars each year.

DETAILED FINDINGS

PURCHASING POLICIES (REC. 41)

The CCAISD purchasing policies lack the necessary policy direction to support an effective purchasing process. CCAISD currently has the following five general purchasing policies:

- **CH (LEGAL) Purchasing and Acquisition:** This policy states: “The board may adopt rules and procedures for the acquisition of goods and services.” It further states that the board may delegate this

authority to a designated person, representative or committee. This is a detailed policy that reflects the state statutes and identifies the methods of acquisition for purchases or contracts in excess of \$25,000 and identifies considerations in the awarding of contracts and sole source purchases. It also indicates that “the purchasing system shall provide for purchase orders to be issued by the authority of the board and shall represent the only method by which district purchases are made.”

- **CHD (LOCAL) Purchasing and Acquisition:** This policy emphasizes that purchases for CCAISD shall be based upon price and quality and that the superintendent is ultimately responsible for the development and maintenance of an effective and efficient purchasing system.
- **CHE (LOCAL) Purchasing and Acquisition:** This policy indicates that vendors are not permitted to confer with students or employees during school hours without the prior approval of the principal and that no such persons are permitted to interrupt classes.
- **CHF (LEGAL) Purchasing and Acquisition:** This policy spells out the legal requirement for the school district to make payments within 30 days of receipt of the goods.
- **DBD (LEGAL) Employment Requirements and Restrictions:** Conflict of Interest – This policy identifies areas of conflict of interest and states: “A public servant who exercises discretion in connection with contracts, purchases, payments, claims, or other pecuniary transactions of the District commits a class A misdemeanor offense if he or she solicits, accepts, or agrees to accept any benefit for a person the public servant knows is interested in or likely to become interested in any such transactions.”

Policy CH provides the foundation for purchasing policies and CHD identifies the ultimate responsibility for an effective and efficient purchasing system. Policy CHD, however, does not clearly identify who in CCAISD has the authority to make purchases, so it is possible for all employees to have the authority to purchase for the district.

Policy CH identifies the legal issues involving levels of expenditures required for bidding, but does not provide information on how this process is managed for CCAISD.

Policy CHE does not address the issue of gifts such as goods, direct payment and lunches vendors provide to district staff.

It also does not address the issue of any situations where an employee may have a business with a product that may be of interest to CCAISD. All of these issues involve the expectation that all purchases will be “arms length” transactions. “Arms length” transactions are those in which there is no appearance of a conflict of interest. These issues are addressed in Policy DBD; however, this policy is in the Employment Requirements and Restrictions section of the Policy Manual and not in the context of purchasing transactions. It has been at least five years (2001–06) since the local purchasing policies were updated. During this time, different purchasing options are now available to local government agencies that may benefit school districts.

The lack of a clear policy direction in the purchasing area can lead to inconsistencies in purchasing activities as well as result in difficult vendor relations issues.

Effective organizations review policies on an ongoing basis. Many school districts organize this type of policy based upon the dollar amounts to be expended. The Jefferson County School District in Colorado uses the following criteria:

- Request for Proposal: All awards must be approved by the director of purchasing;
- \$5,000 to \$10,000: telephone, email, or facsimile quote as deemed appropriate by the director of purchasing;
- \$10,000 to \$25,000: informal bid or proposal. Award must be approved by the director of purchasing;
- \$25,000 and above: formal bid or proposal. Award must be approved by the director of purchasing;
- \$100,000, up to \$250,000: Award of bids, proposals, and/or contracts must be approved by the chief operating officer, chief academic officer, or the superintendent; and
- \$250,000 and above: Award of bids, proposals, and/or contracts must be approved by the board.

The school district should review all of the current purchasing policies and prepare revisions to CH, CHF, and DBD (LEGAL) and CHD and CHE (LOCAL) that will address the issues of purchasing authority, bidding procedures, and vendor relations. The business manager should contact professional organizations to review purchasing policies used by other school districts in Texas. Based on this information, policies CHD and CHE should be revised and additional policies should be established as necessary.

COMPETITIVE PROCUREMENT GUIDELINES (REC. 42)

CCAISD does not comply with state regulations governing competitive procurement. The review team identified several contracts for services that were not developed through the use of one of the competitive procurement methods prescribed by the Texas Education Code (TEC), but rather by sole source contracts. These contracts violate one or more state laws and place school district administrators and the board of trustees at risk for legal action. For example, the district contracted with the external auditor without a competitive bid at a cost of \$24,000.

When a district purchases items valued at \$25,000 or more in aggregate or multiple like-items with a cumulative value of more than \$25,000 over a 12-month period, it must use one of the TEC methods shown in **Exhibit 5-1**. These methods also are described in CCAISD board policy CH (Legal). In 1999, the Texas Attorney General ruled that school district procurement through an inter-local agreement or a cooperative purchasing arrangement satisfies competitive bidding requirements.

An inter-local agreement allows a district to contract or agree with another local government entity to purchase goods and any services reasonably required for the installation, operation, or maintenance of goods. CCAISD participates in a number of inter-local agreements and cooperative purchasing arrangements.

TEC also requires districts to provide notice of bidding opportunities and give prospective bidders ample time to respond. Districts must advertise contracts valued at \$25,000 or more once a week, for at least two weeks, in any newspaper published in the county in which the school district’s central administrative office is located. Contracts for personal property of at least \$10,000 but less than \$25,000 for a 12-month period also must be advertised in two successive issues of a newspaper. The advertisements must specify the categories of property projected for procurement and solicit bids from vendors that are interested in supplying the goods or services. Before making a purchase, the district must get written or telephone price quotations from at least three vendors on an approved list of vendors for that item. TEC states that the purchase shall be made from the lowest responsible bidder. For determining the lowest responsible bidder, the district may consider purchase price, the reputation of the vendor and the vendor’s goods and services, the quality of the goods or services, the extent to which the goods or

**EXHIBIT 5-1
COMPETITIVE PROCUREMENT METHODS
2005**

PURCHASING METHOD	METHOD DESCRIPTION
Competitive bidding factors	Requires that bids be evaluated and awarded based upon bid specifications, terms, and conditions contained in the request for bids, bid prices offered by suppliers and pertinent 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. Primarily used for construction contracts.
Request for proposals	Requires the same terms and conditions as competitive bidding, but allows changes in the nature of a proposal and prices after proposal opening. Primarily used for service contracts.
Catalog purchase	Provides an alternative to other procurement methods for the acquisition of computer equipment, software, and services based on vendor discounted prices.
Inter-local contracts	Provides a mechanism for agreements with other local governments, the state, or a state agency to perform governmental functions and services.
Design/build contracts	Outlines a method of project delivery in which the school district contracts with a single entity for both the design and construction of a project.
Job order contracts	A method based on a sealed proposal where a district selects a contractor and contractor's cost guide to perform building and grounds repair and renovation projects.
Construction management contracts	Outlines the use of a contract to construct, rehabilitate, alter, or repair facilities using a professional construction manager.
Reverse auction procedure	Outlines a bidding process that involves submission of bids by multiple suppliers, unknown to each other, in a manner that allows the suppliers to bid against each other.
Political subdivision corporation	A mechanism that allows school districts to purchase electricity from a company designed to seek competitive electricity prices.

SOURCE: Texas Education Agency, Financial Accountability System Resource Guide (FASRG), 2005.

services meet the district's needs, the vendor's past relationship with the district, the total long-term cost to the district to acquire the goods or services, the impact on the ability of the district to comply with laws related to historically underutilized businesses, and any other relevant factor specifically listed in the request for bids.

Exceptions to the competitive bidding and auditor's requirements include contracts for professional services including architect fees, attorney fees, auditors, and fees for fiscal agents. The TEC also allows a district to purchase items that are available from only one source ("sole source" purchases) if certain criteria are met such as the existence of patent, copyright or monopoly; a film, manuscript, or book; a utility service; or a replacement part. The sole source exception does not apply to mainframe data processing equipment and peripheral attachments with a single-item purchase price in excess of \$15,000.

CCAISD should develop guidelines for competitive procurement methods to comply with state purchasing laws.

The business manager and the accounts payable clerk should develop district guidelines for competitive procurement methods that result in future purchases contracts complying with state purchasing laws and board policy. All staff should understand the guidelines to ensure compliance.

PURCHASING MANUAL (REC. 43)

CCAISD lacks clear operational guidelines or procedures to support the purchasing process. Principals indicate that they do not know what could be purchased from what funds or line items. Secretaries, clerks, and administrators do not have a written copy of purchasing procedures. They have learned purchasing procedures from other staff members or have learned through job experience.

While it is commendable that CCAISD participates in purchasing cooperatives and issues bids for vendor agreements that provide discounts for products with office supply, educational supply, and other vendors, the district does not include this information in any formal document available to the schools or departments. The current process

can have a purchase request sent to the business manager to prepare a bid or individual schools/departments can obtain quotes and include them on the purchase request. The business manager reviews all purchase requests. Also, there are no guidelines for bidding requirements; schools and departments order products and process the purchase request through the Business Office. If the Business Office seeks quotations, there are no forms provided to assure the lowest price has been obtained.

The district’s purchasing process permits individuals in the schools and departments make decisions without having appropriate information. If effective procedures are not present and staff members are not required to properly document transactions, there is the possibility conflicts of interest may arise.

TEA purchasing guidelines recommend that every school district have a written manual describing its purchasing policies and procedures. A properly designed manual assists school level and support department personnel in purchasing supplies and services. By reviewing manuals from other school districts, a district can find information that best meets its needs without expending many hours developing procedures.

The use of a purchasing manual that details all of the requirements associated with the purchasing process is a useful tool to provide clear instructions involving this important process. Purchasing manuals explain allowable purchasing thresholds, allowable purchases, local policy, and the approval process and also promotes more consistent purchasing practices. A purchasing manual provides a reference for how purchasing staff should receive goods and reconcile and process invoices and also serves to communicate and explain the district’s established policies and procedures to vendors. A purchasing manual lists the staff members authorized to make purchases and explain how to make emergency purchases.

A comprehensive purchasing manual includes the following topics:

- purchasing goals and objectives;
- statutes, regulations, and board purchasing policies;
- ethical standards;
- purchasing authority or agent for the district;
- requisition and purchase order processing;

- competitive procurement requirements and procedures;
- vendor selection and relations;
- distribution;
- disposal of obsolete and surplus property; and
- consequences for non-compliance with the district’s established guidelines.

Conroe ISD and Spring ISD are two districts that make purchasing policy manuals available on the district’s website. Obtaining examples of other school district manuals online simplifies development of a school district’s own manual since the district can copy the best parts of other manuals.

CCAISD should develop and implement a purchasing manual that will effectively support the purchasing process for CCAISD. The manual should provide detailed information regarding purchasing policies, guidelines, procedures, and include approved vendor lists and supply catalog information.

The business manager should contact other school districts to obtain sample purchasing manuals and discuss the use of these manuals with the purchasing representatives.

Placing the manual online on the district’s website will allow easy updating and access. All district staff involved in the purchasing process should receive training on the purchasing manual to ensure they know how to access it and understand its policies and procedures. The purchasing process is an important component for all governmental entities. This process can assure the lowest purchase price and provide detailed direction regarding appropriate relationships with vendors.

CENTRAL CONTRACTS MANAGEMENT (REC. 44)

The district lacks a process to ensure contracts are coordinated in a central location. CCAISD enters into numerous contracts such as pest control and photocopier maintenance for products and services. Staff in various schools and departments is responsible for managing the day-to-day activities for these contracts. There is no central point of location where the original contracts are maintained and no method of ensuring that prompt action is taken for renewal or rebidding of these contracts.

The review team was unable to obtain contracts for the maintenance of copiers, pest control, and other contracted

services during the review; the team was told that the district did not have copies of these contracts.

As a result of not having management of contracts centralized, situations could occur where a contract is not current, and copies of other contracts not being available.

The TEA Financial Accountability System Resource Guide (FASRG) specifies that all contracts should be maintained in a central location and reviewed on a periodic basis to ensure that the contracts are current, complete, and maintained in an orderly fashion.

CCAISD should establish a central contracts management function where the Business Office coordinates and maintains all contracts except for the construction management contracts.

The business manager should work with all of the schools and departments to obtain original copies of current contracts, establish a central filing system for these contracts, and establish a calendar that identifies the contract dates and when they will expire.

PURCHASE ORDER PROCESS (REC. 45)

CCAISD uses an inefficient manual purchase requisition process that is paper-driven from purchase initiation through the creation of the purchase order, time-consuming and labor intensive. The purchase requisition process is manually completed by staff and is then submitted for internal approval. After approval by the principal or manager, the purchase requisition is sent to the superintendent's office, where it is date stamped and checked for correctness. The accounts payable clerk checks for fund availability, and sends the purchase requisition to the business manager or superintendent for approval. Once approved, a purchase order is typed up and signed. The requestor's order is placed by phone, fax, or mail. The purchase order is then disbursed with the original to the vendor, requestor, and a copy kept in the Business Office.

This process can take three to four weeks resulting in delays in getting needed supplies and equipment.

The industry standard for processing requisitions in automated purchasing systems is approximately two to three business days. Automated online purchase order systems expedite the process of requesting and receiving instructional supplies.

Therefore, CCAISD should automate the purchase order process. An automated purchasing system reduces or

eliminates the number of paper purchase requisitions, and users can electronically submit their requisitions for approval. The district should contact Region 20 to ensure the automated purchase order system is a component of the Regional Service Center Computer Cooperative (RSCCC) that the district can implement.

PURCHASING PROCEDURES (REC. 46)

The district lacks procedures for inventory and control of the district's warehouse. The review team noted that there were no written procedures for receiving supplies, storing supplies, and otherwise managing the warehouse.

The district uses a former classroom in one of the auxiliary buildings as its "warehouse" for paper and janitorial/maintenance supplies. When schools need paper, a box is sent from the warehouse; no inventory is kept of the amount of paper left in the warehouse. Almost all district staff has access to the supplies. When supplies get low, the last person to take a box of paper informs the business manager that more paper needs to be ordered. Other supplies and equipment are delivered to the administrative office and may sit in the hallway for a week before delivery to the correct office, creating a trip hazard.

The Maintenance and Transportation manager maintains a separate set of records of what is in the warehouse and processes orders when janitorial and maintenance supplies get low; however, there is no central record of the inventory in the warehouse or disbursements of supplies. As a result, the district is subject to removal of supplies by unauthorized parties and unnecessary expenditures for those items removed without authority.

FASRG states that "Purchases may be received by a central receiving department or at campuses in a decentralized plan." Central receiving may consist of more than one warehouse (i.e., food service, maintenance, instructional supplies, athletic supplies, and so forth.) and provides more control. Having only one centralized receiving point ensures that merchandise received agrees with merchandise ordered. Also, it provides for inventorying and tagging fixed assets upon receipt before distribution to campuses or departments. In certain instances, however, it may be in the best interest of a district for the vendor to deliver items directly to a campus or department (known as "drop shipped"). The district should, therefore, establish and adhere to procedures for handling alternative delivery locations, ensuring that proper approvals are obtained for items that are "drop shipped."

The school district should develop steps for inventory and control of the district’s warehouse. Policies and procedures must be in place for the receipt of goods. The district should monitor warehouse operations to ensure that standardized policies and procedures are implemented and that warehouse staff follow them. These policies and procedures include

checking the quantity and quality of merchandise, and ensuring that staff maintain the required inventory records. Maintaining inventory records on the contents of the warehouse is essential to good district management.

For background information on Purchasing, see p. 148 in the General Information section of the appendices.

FISCAL IMPACT

RECOMMENDATIONS	2006-07	2007-08	2008-09	2009-10	2010-11	TOTAL 5-YEAR (COSTS) SAVINGS	ONE-TIME (COSTS) SAVINGS
CHAPTER 5: PURCHASING							
41. Review all of the current purchasing policies and prepare revisions to CH, CHF, and DBD (LEGAL) and CHD and CHE (LOCAL) that will address the issues of purchasing authority, bidding procedures, and vendor relations.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
42. Develop guidelines for competitive procurement methods to comply with state purchasing laws.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
43. Develop and implement a purchasing manual that will effectively support the purchasing process for CCAISD.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
44. Establish a central contracts management function where the Business Office coordinates and maintains all contracts except for the construction management contracts.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
45. Automate purchase order process.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
46. Develop steps for the inventory and control of the district’s warehouse.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
TOTALS-CHAPTER 5	\$0	\$0	\$0	\$0	\$0	\$0	\$0



Chapter 6

Asset and Risk Management

CHAPTER 6. ASSET AND RISK MANAGEMENT

To provide funding for education, a Texas school district must protect its publicly financed assets. An effective asset and risk management program includes investments that earn the maximum interest rate available while safeguarding funds and ensuring adequate liquidity to meet the district's cash flow requirements. Asset and risk management also controls costs by protecting the district against significant losses. It provides the lowest possible insurance premiums while offering sound and cost-effective health insurance for district employees. Fixed asset management accounts for district property accurately and safeguards the property against theft.

For a school district to achieve its instructional goals and objectives, it must manage its cash and investments daily. Effective cash and investment management involves establishing and maintaining beneficial banking relationships, timely and accurately forecasting cash requirements, and maximizing investment returns. To realize these returns, the district should use appropriate, approved, and safe investment vehicles.

Culberson County–Allamoore Independent School District's (CCAISD) business manager is responsible for cash and investment management, and for the maintenance of all asset and risk management activities.

ACCOMPLISHMENT

- CCAISD self-funds its health insurance program saving at least \$40,000 per year.

FINDINGS

- CCAISD lacks an investment process with strategies to maximize investment opportunities.
- CCAISD business manager/investment officer is not in compliance with training hours as required under the Public Funds Investment Act (PFIA), and has not filed a statement disclosing any personal relationships with the business organization with which the district maintains its investments.
- CCAISD has not thoroughly assessed its banking needs to ensure its request for proposal (RFP) for banking services specifies cash management services.
- CCAISD does not prepare detailed cash flow projections to identify potential cash shortfalls or to maximize its earnings.

- CCAISD does not effectively manage its property and casualty insurance program.
- CCAISD's contract with its third-party administrator for health and worker's compensation benefits does not contain performance measures to hold the third-party administrator to a high standard of performance.
- CCAISD did not conduct an employee benefits survey to assess staff attitudes about the district's healthcare plan.
- CCAISD lacks a comprehensive safety program as required in district policy to minimize the risk of catastrophic injuries and claims.
- CCAISD's inventory of capital assets does not include all of its teacherages, including the buildings and land holdings.
- CCAISD does not comply with policy CFB (LOCAL) and lacks procedures to support an ongoing fixed asset inventory process, and lacks a procedures manual to support the fixed asset inventory process.

RECOMMENDATIONS

- **Recommendation 47: Establish internal procedures to diversify and maximize investment earnings by investing in appropriate investment instruments.** The business manager should review the accounts activities for the past year and develop procedures to limit the amount of cash while providing adequate funds to pay checks as they are presented for payment. In addition, the business manager should investigate other investment pools or other low-risk investments that return a higher yield.
- **Recommendation 48: Comply with training related to responsibilities under the Public Funds Investment Act (PFIA) and file a statement with the Texas Ethics Commission related to relationships with the "investment firm."** The school district should require the business manager to complete investment training regarding responsibilities under board policy CDA (LEGAL) and the PFIA. The business manager should also file a statement with the Texas Ethics Commission concerning relationships with the "investment firm."

- **Recommendation 49: Rewrite the RFP for banking services to reflect the need for cash management services in the banking contract.** CCAISD should rewrite the RFP for banking services to reflect the need for cash management services in the banking contract. The superintendent with input from the business manager should determine what needs are necessary regarding its banking services and make a recommendation to the board for the need to rewrite the RFP and include these recommendations in the new RFP regarding banking services.
- **Recommendation 50: Initiate a cash flow projection process.** The process should include a single page Bank and Investment Balances Report or cash flow spreadsheet to provide beginning balances, current month transactions and ending balances. The business manager should use prior year's data to determine cash flows in prior years to use in developing a simple spreadsheet.
- **Recommendation 51: Review its experience and levels of property and casualty coverage annually to include identifying claims made against CCAISD and develop a report of its findings to the Board of Trustees at the time the insurance coverage is renewed each September.** The business manager should include a list of all claims made against the district in a report to the Board of Trustees when the insurance coverage is renewed. The business manager should work with the insurance carrier to seek reports on claims experience and develop a process for providing a year end report as part of the renewal process.
- **Recommendation 52: Add performance measures in all third-party administrator contracts.** When the district re-bids its contracts for health insurance and workers' compensation, the business manager should develop specific performance measures that include and penalties for non-compliance in the RFP. The revised RFP requirements will allow third-party administrators to price their services more accurately.
- **Recommendation 53: Conduct an online employee benefits survey to assess employee attitudes about the healthcare plan.** The business manager and superintendent should design a survey regarding the healthcare plan. The results should be used to adjust plan benefits while balancing changes with costs. Specific questions in the survey should be asked about the quality of service provided by the third-party administrator.

Premium amounts, provider network quality and availability, out-of-pocket costs, prescription drug costs, plan benefits, variety of options, and other questions to gauge plan quality.

- **Recommendation 54: Develop a district-wide comprehensive safety program to minimize risk of catastrophic injuries and claims.** The business manager, superintendent, and maintenance and transportation director should collaborate to develop a program, incorporating the best practice principles.
- **Recommendation 55: Immediately add the teacherages to the capital asset inventory, and to the financial records of the district.** The business manager should add the teacherages to the capital asset inventory, including the cost, date of construction, size, and other relevant information in the inventory.
- **Recommendation 56: Comply with policy CFB (LOCAL) relating to the need for an annual inventory of CCAISD assets including developing a separate list of items less than \$5,000 for accountability, and document the inventory process in a procedures manual.** The district should document existing procedures in a procedures manual and expanded as appropriate to include timelines, team members, responsibilities, locations, and other information. This expanded procedures manual should ensure a smooth, successful execution and completion of the next inventory. To ease the inventory process, the district should barcode all inventory items. The district should include operating procedures that clearly provide direction and expectations of how to take the inventory when an item on the inventory is missing. The procedures should state that all items in the inventory have a barcode applied when the items are purchased to ensure that items can be located.

DETAILED ACCOMPLISHMENT

SELF- FUNDED HEALTH INSURANCE

CCAISD self-funds its health insurance program saving at least \$40,000 per year. CCAISD self-funds its health insurance program at a cost of \$330 per month per employee, resulting in savings of at least \$40,000 per year. There is a \$25,000 per claim "stop loss" policy maintained to prevent catastrophic losses to the district. Savings result because any amounts not spent are returned to the district for other uses. If the district bought health insurance from an outside provider, then "unused" premiums do not revert to the district.

Small Texas school districts must participate in the health insurance program offered by the Teachers' Retirement System (TRS) at a cost of \$330 per employee per month, unless the district was self-funded at the time of passage of the law. CCAISD opted to continue its self-funded program which it has maintained for over 10 years.

DETAILED FINDINGS

INVESTMENT EARNINGS PROCEDURES (REC. 47)

CCAISD lacks an investment process with strategies to maximize investment opportunities. The district also lacks procedures regarding low interest accounts and diversifying its investment holdings to be consistent with board policy.

CCAISD lacks a process with strategies for maximizing investment opportunities. The district maintains all district funds in interest-bearing bank accounts resulting in lost investment opportunities.

All of the district's "investments" are in eight accounts at Van Horn State Bank, which is the only bank within the district. The agreement with Van Horn State Bank states that the bank will pay the district an interest rate equal to 100 basis points under the six-month Treasury Bill rate published in the Wall Street Journal on the first day of each calendar quarter (January 1, April 1, July 1, October 1) on all funds deposited in certain accounts, with a minimum rate of interest of 0.5 percent per year. **Exhibit 6-1** displays the accounts maintained by the district.

CCAISD maintains large balances in the Maintenance & Operations, Interest & Sinking Fund, and Bond Fund accounts. The main deposits in these accounts are daily activities, state and local payments, and in the case of the bond fund, revenues received from the sale of bonds and

not yet used for capital projects. Disbursement checks are written after the monthly Board of Trustees meeting. Transfers are made from the M & O account to the payroll clearing account as necessary.

The month end balances for the September 2004 through August 2005 indicate balances ranging from \$2.3 million to \$4.5 million, with the highest amount in February. A review of the activity for the year indicated an average balance of \$3.6 million for the month with a high balance of \$4,546,872 and a low balance of \$2,157,733. If the average balance is representative of each month and this amount was maintained in the TexPool account using the interest rate available to CCAISD in May 2005, the rate would be 2.9563 percent.

In addition, CCAISD does not have a relationship with an investment pool or broker that would allow the district to invest in alternative investments that could increase yield on various investments. Diversification also reduces the risk that comes from concentrating funds in a specific class of investments, financial institution, or maturity schedule.

Board policy CDA (LEGAL) allows the district to invest funds in the following investment types, but the district does not diversify its investments:

- obligations of, or guaranteed by government entities;
- certificates of deposit and share certificates;
- fully collateralized repurchase agreements;
- a securities lending program;
- banker's acceptances;
- commercial paper;
- no-load money market mutual funds and no-load mutual funds;

**EXHIBIT 6-1
CCAISD BANK ACCOUNTS
DISTRICT ACCOUNTS**

- CCAISD PTA
- CC - Allamoore ISD M & O Account
- CC - Allamoore ISD I & S Account
- Culberson Co - Allamoore ISD Medical Care Expense Reimbursement
- Culberson Co - Allamoore ISD Workers' Compensation Fund
- CC - AISD 2005 Bond Fund
- CCAISD Payroll
- CCAISD CED Account

SOURCE: CCAISD Business Office, 2005.

- a guaranteed investment contract as an investment vehicle for bond proceeds; and
- public funds investment pools.

The Comptroller of Public Accounts (CPA) publication *Banks to Bonds: A Practical Path to Sound School District Investing*, states that traditionally districts have used only time deposits (certificates of deposit [CDs]) bought from their local banks as their investments. Since all CDs are collateralized, covered by pledged securities in Texas, there is little risk of loss from bank defaults. However, this security translates into lower interest rates because investors are rewarded for taking risks. The publication goes on to say the district's cash is to be used for maximum investment benefit. It is the responsibility of the district to research thoroughly its options and choose an appropriate strategy that not only safeguards funds, but also earns a reasonable market yield. Since every investment has some risk, the investor must research those risks and follow some set strategy to minimize unacceptable risks.

CCAISD should establish internal procedures to diversify and maximize investment earnings by investing in appropriate investment instruments. The business manager should also review the activities in the accounts for the past year and develop procedures to limit the amount of cash while providing adequate funds to pay checks as they are presented for payment. In addition, the business manager should investigate other investment pools or other low-risk investments that return a higher yield.

Interest rates have been increasing as the rate for a governmental pools like TexPool's operating account increased in interest rates throughout 2005. Using the average monthly rate from January 2005 thru December 2005, of 3.2 percent for an investment pool like TexPool, the interest earnings for the district would be an additional \$78,332 (assuming that the district earned a 1 percent interest rate in their current bank accounts over a twelve month period and the government investment pool earned 3.2 percent interest rate, with a difference of 2.2 percent new interest revenues). It appears that CCAISD will have available at least \$3.5 million for investment in other instruments. If the amount of \$3,560,540 million were to be invested in a governmental pool like TexPool, the additional interest earnings for the district would be \$78,332 rounded or (\$3,560,540 million X an average interest rate of 2.2 percent equals an additional earnings of \$78,332.

FINANCIAL TRAINING (REC. 48)

CCAISD business manager/investment officer is not in compliance with training hours as required under the Public Funds Investment Act (PFIA), and has not filed a statement disclosing any personal relationships with the business organization with which the district maintains its investments. The district is out of compliance with board policy CDA (LEGAL) requiring its investment officer to take an additional 10 hours of investment training every two years as required under the PFIA.

The business manager has held this position for more than 10 years. According to PFIA requirements, the manager should have had at least five separate training sessions (every two years) related to investment responsibilities to keep up-to-date and enable the most effective investment of district funds. However, the business manager did not attend the training and also did not file the required papers disclosing her relationship as wife to the president of the bank that maintains the district's funds. The district contracts with Region 18 for training in various areas including financial training.

As the investment officer for the district, the business manager was required to attend at least 10 hours of investment training relating to responsibilities under PFIA. This training should have occurred within one year of her taking office or assuming her duties. In addition, the investment officer must attend an investment training session at least once in a two-year period and receive at least 10 hours of instruction relating to investment responsibilities from an independent source approved by the board or a designated investment committee. (Government Code 2256.008[a]). The district investment officer who has a personal business relationship with a business organization offering to engage in an investment transaction with the district must also file a statement disclosing that personal business interest. As a result of the lack of training, the business manager may not be investing the district's funds to obtain maximum results. The external auditor in the FY2005 Financial Statements noted this violation.

The school district should comply with training related to responsibilities under the Public Funds Investment Act (PFIA) and file a statement with the Texas Ethics Commission related to relationships with the "investment firm." The business manager should complete training related to

responsibilities under board policy CDA (LEGAL) and the PFIA, and comply with CDA (LEGAL) regarding the personal relationship disclosure statement and file a statement with the Texas Ethics Commission concerning relationships with the “investment firm.” These actions will help ensure the district obtains maximum investment results.

The district can implement this recommendation with existing resources since it has a training contract with Region 18.

BANKING SERVICE NEEDS ASSESSMENT (REC. 49)

CCAISD has not thoroughly assessed its banking needs to ensure its RFP for banking services specifies cash management services. While the district’s 2003 RFP includes legal provisions from the Texas Education Code (TEC) and the Government/Code, it does not list the cash management services.

Each district can issue an RFP for banking services every two years with an option to extend; CCAISD issued its RFP in June 2003 for the period September 1, 2003 to August 31, 2005 and extended the contract for the two year period September 1, 2005 to August 31, 2007. The president of the CCAISD Board of Trustees signed the extension contract as the branch president and representative of Van Horn State Bank. The district did not request cash management services such as automated sweep accounts, positive pay and payee verification, controlled disbursement, online wire transfers and stop payments, and full account reconciliation.

The business manager stated that she did not know of the district ever using any other bank. Many banks routinely provide cash management services to enhance the cash management capabilities of their customers. Sweep accounts prevent cash managers from having to manually transfer excess cash from bank accounts to investment accounts. Banks that offer sweep services automatically sweep excess cash balances into selected investment accounts each evening. Every morning, these balances are automatically swept back into the operating account. Automated sweep accounts ensure maximum returns on idle cash balances while facilitating the transfer of cash between operating and investment accounts. Currently, the district makes transfers manually, and does not use sweep accounts.

Positive pay is a popular banking service that provides a pre-payment verification of check numbers and amounts for checks issued by an organization; this verification helps prevent unauthorized payments from being made. The customer provides the bank with information regarding the

check number and amount that is authorized for payment. As checks are presented for payment, the bank verifies them against the pre-authorized list. This control prevents unauthorized checks from clearing the bank. Currently, CCAISD’s bank does not offer positive pay.

While bank reconciliations normally mitigate the risk of unauthorized checks being cleared, the payment would not be detected until after payment is made. Some thieves can circumvent positive pay by altering the payee on the positive pay list. A variation of positive pay, known as positive pay with payee verification, requires verification of the check number, amount, and payee. This security enhancement is becoming more critical as thieves are becoming more sophisticated. The University of California offers positive pay with payee verification. Its lead bank released positive pay with payee verification in May 2003, providing branch bank personnel with the ability to verify payee name information at the teller window.

Another cash management service banks offer is controlled disbursement. This service allows cash managers to transfer just enough cash into the account to cover cash requirements for that day and eliminates the guesswork regarding how much cash needs to remain in the accounts to cover clearing checks. As a result, idle cash can remain in investment accounts longer, thereby increasing investment returns. Currently, CCAISD manually calculates cash requirements based on the amount of payroll and vendor checks written and ensures that the bank account balance is enough to cover these checks. This method exposes the district to the risk of accidentally overdrawing an account. Controlled disbursement is the best insurance against overdrawing accounts.

Online wire and stop payment services allow customers to initiate wire transfers and stop payments from their computer. The process is more reliable and efficient because it eliminates some opportunities for human error and paperwork. Currently, this is done manually and hand delivered to the bank.

While account reconciliation services are one of the few cash management services the district’s bank provides, the service is limited. Account reconciliation services facilitate preparation of bank accounts at the end of the month by providing the customer a list of outstanding checks. Typically, the customer will provide the bank with a “checks issued” file either through direct data transmission, email, or diskette. The bank compares that file with a “checks paid” file and produces an outstanding checklist for the customer.

While the district has a long-term relationship with its current bank, it has not considered methods to streamline cash management operations and improve investment returns. One possible consideration is using a bank that offers more cash management services.

CCAISD should rewrite the RFP for banking services to reflect the need for cash management services in the banking contract. The superintendent with input from the business manager should determine what needs are necessary regarding its banking services and make a recommendation to the board for the need to rewrite the RFP and include these recommendations in the new RFP regarding banking services.

BANK AND INVESTMENT REPORT (REC. 50)

CCAISD does not prepare detailed cash flow projections to identify potential cash shortfalls or to maximize its earnings. The district invests exclusively in CDs its depository bank offers. Several times during 2005, bank accounts were overdrawn, resulting in overdraft charges to the district.

Cash flow projections are planning tools for predicting the cash position of the district, helping determine cash requirements, and determining amount of funds available for investment. The district does not make long-term investments. Long-term investments typically produce a higher yield than CDs and can be part of a district’s portfolio. Good cash flow projections would help avoid the overdraft charges.

The Comptroller of Public Accounts (CPA) publication *Banks to bonds: A Practical Path to Sound School District Investing* states that when a district develops its investment strategy all funds must be considered and placed in interest-earning vehicles if possible. The publication recommends a district use a cash

flow analysis to determine the amounts of cash that it will need and the length of time that funds can be invested.

By developing a cash forecasting tool, Del Valle ISD (DVISD) could maximize interest earnings and effectively plan investment portfolio activities. The deputy superintendent for business estimated that DVISD’s accounts payable and payroll expenses for the coming month, in part based on expenditure history, and enters the figures in the cash flow forecasting tool. The deputy superintendent then estimates incoming revenues based on historical receipts and state funding reports and enters this information into the cash forecasting tool. Based on this information, the deputy superintendent plans the district’s investments.

The CCAISD should initiate a cash flow projection process. The process should include a single page Bank and Investment Balances Report or cash flow spreadsheet to provide beginning balances, current month transactions and ending balances for all cash and investment accounts. The district should also report the total investment earnings to date to assist in determining what portion of available cash should be invested long-term.

The business manager should use prior year’s data to determine cash flows in prior years to use in developing a simple spreadsheet.

PROPERTY AND CASUALTY INSURANCE (REC. 51)

CCAISD does not effectively manage its property and casualty insurance program. CCAISD placed a total reliance on the insurance carrier. CCAISD contracts with the Texas Political Subdivisions Property/Casualty Joint Self-Insurance Fund managed by the Rogers and Belding Insurance Agency for property and casualty coverage. **Exhibit 6-2** provides an

**EXHIBIT 6-2
PROPERTY AND CASUALTY PREMIUMS
2004-05**

COVERAGE	2004-05
Property	\$23,604
General Liability	969
School Professional Liability	237
Automotive Liability	4,848
Physical Damage	4,640
Market Stability Fee	2,594
Equipment Breakdown	1,115
TOTAL PREMIUM	\$38,007

SOURCE: Texas Political Subdivisions Property/Casualty Joint Self-Insurance Fund Renewal Information sheet for 2004-05.

analysis of the premium costs for the 2004–05 fiscal year and indicates that the premiums for CCAISD totaled \$38,007 for the year. This cost covers \$1million per occurrence for personal injury and general liability. The renewal period for the district’s policy runs for one year beginning September 1, 2004 through September 1, 2005.

Apparently, the topic of property and casualty insurance is not an issue at CCAISD because there have been no substantive issues in this area; therefore, it has received little attention. However, the district has not sought additional information from the insurance carrier regarding any claims and potential actions to assure that the current level of costs for insurance are reasonable.

Effective districts conduct annual reviews of their experience and levels of coverage when their property and casualty insurance policies are renewed.

The district should review its experience and levels of property and casualty coverage annually to include identifying claims made against CCAISD and develop a report of its findings to the Board of Trustees at the time the insurance coverage is renewed each September. The business manager should include a list of all claims made against the district in a report to the Board of Trustees when the insurance coverage is renewed. The business manager should also work with the insurance carrier to seek reports on claims experience and develop a process for providing a year end report as part of the renewal process.

THIRD-PARTY ADMINISTRATOR PERFORMANCE MEASURES (REC. 52)

CCAISD’s contract with its third-party administrator for health and workers’ compensation benefits does not contain performance measures to hold the third-party administrator to a high standard of performance. The district did not address a need to add performance measures to its RFP, to include expectations and penalties for non-compliance.

The district’s employee health and workers’ compensation plans are self-funded, meaning that the district bears the cost of compensation claims through an Internal Service Fund. The district entered into administrative services agreements two third-party administrators, Assured Benefits of El Paso for the health plan, and Claims Administrative Services of Tyler for the workers compensation plan. These companies provide services such as benefit entitlement determination, benefit payments, plan development, plan booklet development, record maintenance, benefit plan reports, advisory services, utilization review, and other administrative

services. These services cost \$38,000 and \$18,700 respectively for 2004. The contracts clearly define the district’s and third-party administrator roles and responsibilities, but do not include performance measurements.

Third-party administrator services are specialized and outside the scope of services that most districts can provide in-house. It is more cost-effective for districts to outsource the function, given the providers’ level of specialization, liability indemnification, resources, and level of service. Performance measures in third-party administrator health plan and workers’ compensation contracts are intended to ensure that district employees receive the highest level of service from the third-party administrator. Service performance is measured by claims turnaround time, network contracting deadlines, accuracy of claims paid, customer service, and utilization review efficiency. Health plans use utilization reviews to measure the amount and appropriateness of health services used by its members. Without performance measures in the third party administrator contract the district can not ensure that the third-party administrator performs up to the district’s expectations.

Ysleta ISD has a self-funded employee health plan and uses a third-party administrator. The district puts performance measures in the third-party administrator’s contract and assesses penalties on the third-party administrator if specified levels of performance are not attained. The third-party administrator submits periodic reports to the district so that its compliance can be measured. Section 2.01 of the contract states, “The claims administrator agrees to guarantee a level of performance satisfactory to the Group Health Plan (GHP). If the Claims Administrator’s level of performance is determined to be less than any of the standards described in the most current Exhibit during any fee schedule period for any reason, except any disaster or epidemic, which substantially disrupts the claim administrator’s normal business operation, the claims administrator will be responsible for reimbursing the GHP a portion of the base administrative charge.” **Exhibit 6-3** shows the performance measures in Ysleta ISD’s contract related to claims processing. There are other performance measures related to customer/member service, annual service, and reporting.

Performance measurements assess progress toward achieving predetermined goals. These measurements include efficiency, quality, timeliness, effectiveness, and customer satisfaction. Performance measurement helps management to gauge the effectiveness of activities regarding overall mission and specific program objectives. Without these measures, it is

**EXHIBIT 6-3
YSLETA ISD CLAIMS PROCESSING PERFORMANCE MEASURES**

PERFORMANCE CRITERIA	PERFORMANCE STANDARD	HOW MEASURED	PERCENTAGE OF FEES AT RISK
Claim processing turnaround time	90% within 14 calendar days	Self-reported	If both goals missed, 2% penalty
% of total claim submissions processed (paid, denied, or pending)	98% within 30 calendar days		
Claim financial accuracy	99.0%	Random sample audits	2.0% penalty if 98.5–98.99%
Paid dollars paid accurately divided by total dollars audited		Self-reported through internal system reports	3.0% penalty if less than 98.5%
Claim payment accuracy	97.0%	Random sample audits	2.0% penalty if 95.0–96.99%
Number of claims with dollars paid correctly divided by all claims paid correctly		Self-reported through internal system reports	2.5% penalty if less than 95.0%
Overall claim processing accuracy	95.0%	Random sample audits	2.0% penalty if 92.0–94.99%
Number of claims processed without any error divided by all claims processed correctly.		Self-reported through internal system reports	2.5% penalty if less than 92.0%

SOURCE: Ysleta ISD Third-Party Administrator Contract, January 2005.

difficult to determine whether goals and objectives are being met.

CCAISD should add performance measures in all third-party administrator contracts. When the district prepares to re-bid its contracts for health insurance and workers’ compensation, the business manager should develop specific performance measures that include expectations and penalties for non-compliance. The revised RFP requirements will allow third-party administrators to price their services more accurately.

EMPLOYEE BENEFITS SURVEY (REC. 53)

CCAISD did not conduct an employee benefits survey to assess staff attitudes about the healthcare plan. During interviews with teachers, principals, and other staff, the review team noted that there was a difference of opinion on health and other benefits that district staff need. Staff indicated general dissatisfaction with the health plan; some staff wanted wider benefits while others wanted the costs reduced for family coverage. The district’s health plan is self-funded and had an end-of-year balance the last two years. Staff noted that the balance could have been used to improve prescription benefits, lower co-pays, or otherwise decrease employee out-of-pocket costs for healthcare.

Staff surveys inform management of employee preferences. Once tabulated and summarized, survey results are used to make adjustments in a benefits plan structure and design while balancing benefits with costs. Designing plans without employee input and feedback results in employee dissatisfaction that can ultimately hinder the district’s ability to attract qualified employees in an already highly competitive recruiting environment, one in which the district is having some difficulty recruiting.

Many organizations use surveys to assist in the design of programs around employee needs and concerns; but more importantly surveys can help the district make adjustments to the benefit plan while balancing the changes and cost of the plan. Fort Bend ISD learned through a benefits survey that employees were concerned that claims were taking too long to be paid. In response, Fort Bend ISD obtained a new plan administrator and built performance measures into the contract. The district also provided employees with a toll-free number and email address to check the status of their claims.

CCAISD should conduct an online employee benefits survey to assess employee attitudes about the healthcare plan. The business manager and superintendent should design a survey regarding the healthcare plan. The results should be used to

adjust plan benefits while balancing changes with costs. Specific questions in the survey should be asked about the quality of service provided by the third-party administrator. Premium amounts, provider network quality and availability, out-of-pocket costs, prescription drug costs, plan benefits, variety of options, and other questions to gauge plan quality. The district should consider conducting the survey via the district’s network rather than manually. A variety of Web-based surveys are available to facilitate the process of administering surveys and tabulating results. The district may find it helpful to seek the assistance of Fort Bend ISD in designing the survey. A link to the survey could be emailed to all employees with email accounts, and the survey could be made available in hard copy to the few employees without email access.

The district can complete this recommendation with available resources, using the district’s technology staff to post the survey on the network.

COMPREHENSIVE SAFETY PROGRAM (REC. 54)

CCAISD lacks a comprehensive safety program as required in district policy to minimize the risk of catastrophic injuries and claims. Two areas conduct training for staff; the Maintenance and Food Services departments. However, there is no coordinated effort that addresses safety training and develops preventative measures for all departments within the district.

While the district has had no workers’ compensation claims since 2004, it still lacks a coordinated risk management program. The review team requested copies of the district’s safety program, but the district could not provide any evidence of written safety plans, safety manuals, training calendars, workshop attendance statistics, or other records related to risk management.

Board policy CK (LOCAL) states that the superintendent or designee is responsible for developing, implementing, and promoting a comprehensive safety program. The policy states that the general areas of responsibility include the following:

- guidelines and procedures for responding to emergencies;
- program activities designed to reduce the number of accidents and injuries;
- activities intended to reduce the costs of accidents and injuries;
- activities that identify and develop prudent methods of financing loss costs;

- driver education programs, when available;
- vehicle safety programs; and
- traffic safety programs and studies related to employees, students, and the community.

All districts must provide their employees with workers’ compensation insurance. It is important for a school district to properly manage its workers’ compensation program to minimize costs while providing a safe environment for its employees. A comprehensive safety program is one of the best ways to control workers’ compensation costs. In addition, the absence of a safety program in a district can result in a higher incidence of worker injuries, fraudulent claims, and increased costs.

Fort Bend ISD has a comprehensive safety program that operates through its Workers’ Compensation Task Force, a group composed of department heads and supervisory personnel in the Transportation, Facilities, Child Nutrition, Risk Management, and Human Resources departments. The district formed the task force to spearhead the district’s workers’ compensation loss control programs. The mission of the task force is to ensure that “The workers’ compensation program will be a win-win proposition for the district, operating departments, and most importantly, injured employees.”

Examples of task force initiatives include reviewing and revising workers’ compensation guidelines and procedures, shifting authority and responsibility for safety to supervisors and supporting them with training programs, and involving employees in safety initiatives. Employee involvement has played a significant role in reducing accidents. For example, accident investigation committees are made up of employees who investigate accidents and report findings to management and central administration. Accident investigation committees help raise safety awareness among employees and offer committee members a stake in reducing accidents and lowering costs. Fort Bend ISD incorporates seven principles into its safety program:

- Authority and responsibility to handle employees resides within the department or school.
- Employees are responsible for reporting work status and maintaining attendance and performance standards.
- The central office will act as consultants to provide advice, guidance and direction.
- Restricted/modified duty will serve as a temporary measure to aid all in the healing process, if the employee

is expected to return to full duty status within a reasonable time period.

- Employees who are not able to return to work because of permanent restrictions will be assisted with vocational rehabilitation services. These employees also will be given the opportunity to apply for jobs within the district for which they qualify by reason of training and physical ability.
- The district thus will be able to save dollars in medical/indemnity and personnel replacement costs.
- The injured employee will benefit by maximizing return to work options with minimal impact on income.

CCAISD should develop a districtwide comprehensive safety program to minimize risk of catastrophic injuries and claims.

The business manager, superintendent, and maintenance and transportation director should collaborate to develop a program, incorporating the best practice principles of the Fort Bend ISD safety program. In addition, the district should ensure that the following concepts are incorporated into the program as policy:

- Conduct periodic case meetings to discuss and troubleshoot difficult cases.
- Revise job descriptions for injury-prone positions to describe the physical requirements of the position.
- Develop a light duty program.
- Conduct training using best-in-class safety training materials that have proven effective for other employers.
- Complete an employee morale survey designed to measure supervisory effectiveness before and after training (satisfied employees are safer employees).
- Evaluate service providers on a continual basis to ensure quality service at best value.
- Train supervisors using Dupont's Safety Training Observation Program (STOP) a program designed to enable supervisors to recognize and eliminate unsafe behavior and conditions.
- Conduct post-offer, pre-employment physical exams.
- Implement Progressive Discipline Program, a program designed to train supervisors in progress discipline techniques (high quality employees are safer employees).

- Improve workers' compensation claims closure rates. Claims that are managed and closed quickly do not usually develop into more serious, expensive claims.

TEACHERAGES (REC. 55)

CCAISD inventory of capital assets does not include all of its teacherages including the buildings and land holdings. The district has 25 "teacherages" that are rented/leased to district staff and are an effective recruiting tool for prospective staff. None of the teacherages are listed in the capital asset inventory, and consequently the value of the assets is not included in the property covered by property insurance, putting the district at risk. In 2005 the teacherages were valued at \$84,000 each for the five duplexes, \$35,000 each for the five manufactured homes, and at \$48,000 each for the 10 houses. Total value for the buildings was \$1,075,000, which does not include land values.

Policy DFB (LEGAL) requires the district to maintain inventories of its assets as recommended and directed by the Accounting Manual for School Districts, TEA Bulletin 679 (note DFB (LEGAL) is outdated because the district has not reviewed or updated its policies since 1988). Education Code 23.48(a)(b); 19 TAC 109.1(a) Board Policy DFB (LOCAL) requires that all assets including capital assets be included in the district's inventory.

The legal requirement in Texas is for school districts to have an inventory of equipment with a value in excess of \$5,000. The result of the inventories at CCAISD was an inventory that included all items, not only equipment with a value in excess of \$5,000, but inventories of student furniture and other items as well as technology equipment of a lesser value that has the potential of being stolen.

The school district should immediately add the teacherages to the capital asset inventory, and to the financial records of the district. The business manager should add the teacherages to the capital asset inventory, including the cost, date of construction, size, and other relevant information in the inventory.

Adding the teacherages to the inventory will likely increase the cost of property insurance. However, the district could pass these costs on in the rent charges, resulting in no change in the district's financial condition.

ASSET INVENTORY (REC. 56)

CCAISD does not comply with policy CFB (LOCAL) and lacks procedures to support an ongoing fixed asset inventory

process, and lacks a procedures manual to support the fixed asset inventory process. The district staff prepared inventories for the different schools and departments in a variety of formats without acquisition dates. The dollar value of the assets is important for property insurance purposes, and certain items in inventory must be depreciated under Governmental Accounting Standards Board statements 34 and 35. Additionally, most items in the inventory do not have barcodes, making it difficult to locate and account for items.

CCAISD's business manager is responsible for maintaining the district's fixed and controllable asset inventory. The technology coordinator has maintained the inventory of all technology equipment and that inventory has been incorporated into the district's total inventory; however, property in classrooms is not tagged and teachers are not required to inventory property in their room at the end of the school year. No true physical inventory of assets is performed, and it would be difficult to complete because most items do not have a property tag identifying the asset. For example, student desks are entered into the inventory as "desk, student, open front, single, quantity 17, unit cost \$70, campus/dept. 102, room C122." There is no way to ascertain if specific desks are moved from one room to another during the year. The district does not list items less than \$5,000 on a separate list for accountability.

The Texas Education Code (TEC) legally requires school districts to maintain an inventory of equipment with a value in excess of \$5,000. In compliance with law, the district adopted board policy CFB (LOCAL) which also states that the value of capitalization for inventory is \$5,000. CCAISD has a complete inventory of items other than buildings and land, including student furniture and technology equipment of a lesser value than \$5,000.

One of the purposes of a fixed asset system is to ensure accountability for an organization's fixed assets. Periodic inventories are necessary to reconcile fixed asset records with actual assets. Insurance could be purchased for damaged assets or equipment that is no longer owned by the district. When assets are not verified periodically through an inventory, the risk of theft, damage, and misuse increase.

Successful inventories must be adequately planned and executed, particularly when assets are dispersed over multiple facilities, as is the case with most school districts. School districts that successfully conduct physical inventories have written, detailed inventory procedures as well as plans establishing timelines, team members and their

responsibilities, campus/building assignments, estimated time for completion, verification procedures, and training protocols. All these elements are necessary and must be thoroughly understood for physical inventories to be completed successfully.

Failure to develop these policies and procedures will result in the district losing the opportunity to use the data it gathered during the 2004–05 inventory. In addition, the lack of these policies and procedures will cause accountability problems for the operating assets owned by CCAISD.

Fort Bend ISD has a best practice fixed asset manual that includes a section on completing the annual inventory. It specifies the purpose of the inventory, how often it is to be taken, and who is responsible for conducting the inventory and updating the fixed asset records. It also includes a section describing how to use the district's computerized fixed asset system.

CCAISD should comply with policy CFB (LOCAL) relating to the need for an annual inventory of CCAISD assets including developing a separate list of items less than \$5,000 for accountability, and document the inventory process in a procedures manual. The district should set a threshold for accountability keeping up with these items.

The district should include operating procedures that clearly provide direction and expectations of how to take the inventory when an item on the inventory is not located. The procedures should provide that all items in the inventory have a barcode applied when the item is purchased to ensure that items can be located.

The business manager should establish a system for an annual physical inventory process. Existing procedures should be documented in a procedures manual and expanded as appropriate to include timelines, team members, responsibilities, locations, and other information to ensure a smooth, successful execution and completion of the next inventory. To aid the inventory process, the district should barcode all inventory items.

The fiscal impact includes the one-time cost of purchasing a scanner for barcoding, the cost of a barcode reader/scanner is estimated to be \$700, which includes both the software and hardware needed to use the scanner.

For background information on Asset and Risk Management, see p. 150 in the General Information section of the appendices.

FISCAL IMPACT

RECOMMENDATIONS	2006-07	2007-08	2008-09	2009-10	2010-11	TOTAL 5-YEAR (COSTS) SAVINGS	ONE-TIME (COSTS) SAVINGS
CHAPTER 6: ASSET AND RISK MANAGEMENT							
47. Establish internal procedures to diversify and maximize investment earnings by investing in appropriate investment instruments.	\$78,332	\$78,332	\$78,332	\$78,332	\$78,332	\$391,660	\$0
48. Comply with training related to responsibilities under the Public Funds Investment Act (PFIA) and file a statement with the Texas Ethics Commission related to relationships with the "investment firm."	\$0	\$0	\$0	\$0	\$0	\$0	\$0
49. Rewrite the RFP for banking services to reflect the need for cash management services in the banking contract.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
50. Initiate a cash flow projection process.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
51. Review its experience and levels of property and casualty coverage annually to include identifying claims made against CCAISD and develop a report of its findings to the Board of Trustees at the time the insurance coverage is renewed each September.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
52. Add performance measures in all third-party administrator contracts.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
53. Conduct an online employee benefits survey to assess employee attitudes about the healthcare plan.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
54. Develop a district-wide comprehensive safety program to minimize risk of catastrophic injuries and claims.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
55. Immediately add the teacherages to the capital asset inventory, and to the financial records of the district.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
56. Comply with policy CFB (LOCAL) relating to the need for an annual inventory of CCAISD assets including developing a separate list of items less than \$5,000 for accountability and document the inventory process in a procedures manual.	\$0	\$0	\$0	\$0	\$0	\$0	(\$700)
TOTALS-CHAPTER 6	\$78,332	\$78,332	\$78,332	\$78,332	\$78,332	\$391,660	(\$700)



Chapter 7

Human Resources

CHAPTER 7. HUMAN RESOURCES

CCAISD has no formal Human Resources department; however, the superintendent, assistant to the superintendent, business manager, and payroll specialist collectively perform the human resources functions. This informal department serves a staff of 102 employees, including school-based and central office administrators, professional staff, professional support staff, educational aides, and auxiliary staff. CCAISD faces the challenge of recruiting and retaining both instructional and administrative staff, which is apparent by the district's high turnover rate. The district used a number of strategies to reduce teacher attrition, with the provision of housing at a reduced rent for teachers and administrators new to the district being the most successful strategy.

ACCOMPLISHMENTS

- CCAISD uses a series of successful recruitment strategies to address the problem of teacher attrition.
- CCAISD has a well-organized system for filing and storing personnel records that allows for controlled access and security in accordance with state and federal guidelines.

FINDINGS

- CCAISD lacks updated job descriptions that align with the actual job duties and responsibilities of the staff.
- CCAISD's current method of processing routine personnel information manually is inefficient and does not allow connection of information between databases.
- CCAISD lacks a process for establishing goals and/or a human resources management plan.
- CCAISD lacks a standardized process for interviewing applicants for school principal vacancies.
- CCAISD lacks a formal mentoring program to assist new teachers.

RECOMMENDATIONS

- **Recommendation 57: Expand utilization of the bank of job descriptions currently accessed through membership in the Texas Association of School Boards (TASB).** Using the TASB job description bank as a model, the district should develop job descriptions that encompass the essential elements of each position (such as title, reporting authority, educational

requirements, and so forth.) and be inclusive of all positions currently held by individuals employed by the district. After developing accurate job descriptions, the district should use them as the basis for training, recruitment and performance evaluation. When job requirements change, the district should revise and update the job to ensure that it contains the new duties and responsibilities.

- **Recommendation 58: Automate current human resources practices by using human resource management software.** Human resources management software would allow staff to enter information into the district's computer system as a one-step process, and then transfer select records as needed from one database to another.
- **Recommendation 59: Develop a human resources master plan.** The human resources master plan should both identify the current challenges and opportunities in the district and establish a clear set of goals and objectives. The decline in student enrollment that makes it necessary to reduce staff also requires the district to develop short and long-term goals for human resource policies and procedures. These procedures should include the use of a staffing formula to guide the decision-making process when hiring personnel.
- **Recommendation 60: Develop a consistent principal interview process and review the process with a team of school administrators to gain additional input.** The superintendent should develop a principal interview process and procedures and review the process with a team of school administrators to gain additional input. The final written procedure should be included in any future principal vacancy notices and appropriate manuals. Furthermore, the superintendent should ensure that staff follows the newly created process during future principal interviews. This recommended process should be detailed in appropriate procedures manuals, and on vacancy announcements, as well as in packets that are mailed to potential applicants.
- **Recommendation 61: Create a mentoring program to support new teachers and help ensure their continued service in the district.** For the past three

years, an average of 11 percent of CCAISD teachers were first year teachers. For these teachers, a mentoring program would provide an additional level of support through their first year of teaching and increase their sense of efficacy. The elements of mentoring programs vary depending on the demographics of the district, and CCAISD could customize a program to fit their specific needs.

DETAILED ACCOMPLISHMENTS

TEACHER RECRUITMENT STRATEGIES

CCAISD uses a series of successful recruitment strategies to address the problem of teacher attrition.

One of the challenges small, rural districts face is teacher recruitment. Districts like CCAISD must compete against larger urban districts, which offer greater starting salaries for teachers. CCAISD is meeting this challenge through a number of strategies it uses to recruit qualified teachers, including:

- providing rental homes (teacherages) at a reduced rate as a recruitment tool for new teachers;
- providing signing bonuses for teachers in critical need areas and salary supplements for teachers who assume additional duties;
- promoting the state's tuition reimbursement program for teacher's aides training to become teachers; and
- providing a \$500 bonus to teachers who miss two days or less per semester, or up to \$1,000 a year.

One of the most substantial commitments the district makes to its recruitment efforts is the provision of teacher housing. The district owns 25 teacherages that it rents to teachers for a rate at or below the community median rental rate of \$310. The Superintendent, who resides in a teacherage, noted the success of this strategy as well as school principals, one of whom also lives in district housing. During the review team's visit, 23 of the 25 teacherages were occupied. The district was renovating the two remaining teacherages. District staff stated that this incentive is a necessity given the relative scarcity of rental housing and the reluctance new teachers have to purchasing a home when they first come to the community.

Occasionally, when there are vacancies in critical need areas, such as math, science, and special education, the district provides hiring bonuses of \$1,000 and \$2,000. In addition, the district provides salary supplements and stipends ranging from \$50 to \$500 for teachers who coach or sponsor student

activities. Teachers also receive rewards for regular attendance, with \$500 awarded to each teacher absent two or fewer days per semester, with a maximum award of \$1,000 per year.

One of the best practices to fulfill the need for teachers in small and rural districts is "grow your own" programs. The premise of these programs is that local people are rooted in the community so they are more likely to remain in the community. Districts that can recruit local individuals into teaching are more likely to retain them. The Texas Higher Education Coordinating Board (THECB) offers tuition exemptions for paraprofessionals to transition into teaching after taking appropriate college courses through the Certified Educational Aide Exemption Program. CCAISD promotes this program heavily, and there are nearly a dozen employees now taking advantage of this opportunity by attending classes at University of Texas-El Paso, and Sul Ross State University.

The teacher attrition rates of CCAISD as compared with its peer districts, demonstrate the success of these strategies. **Exhibit 7-1** shows CCAISD having the second lowest teacher turnover rate of comparison districts even though it has not reached the state turnover rate of 16.1 percent turnover.

CCAISD's success in retaining teachers is apparent in the percentage of experienced teachers working in the district. As shown in **Exhibit 7-2**, the largest portion of the teaching force in CCAISD (32 of 54) has 11 or more years of teaching experience.

Retaining teachers is not only vitally important to academic program continuity and effectiveness, but also to the district's financial bottom line. A conservative national estimate of the cost of replacing public school teachers who have dropped out of the profession is \$2.2 billion a year. If the cost of replacing public school teachers who transfer schools is added, the total reaches \$4.9 billion every year. For a large state like Texas, the cost totals nearly half a billion dollars (National Center for Educational Statistics, 2002). This figure is based on the conservative calculation that it costs 30 percent of an exiting teacher's salary to recruit, hire, and train a replacement.

PERSONNEL FILING SYSTEM

CCAISD has a well-organized system for filing and storing personnel records that allows for controlled access and security in accordance with state and federal guidelines.

During the on-site review of the district's personnel files, the review team interviewed the primary custodian of personnel

**EXHIBIT 7-1
PEER DISTRICT COMPARISONS OF AVERAGE TEACHER TURNOVER
2001-04**

DISTRICT	AVERAGE TURNOVER PERCENTAGE	AVERAGE PERCENTAGE O/F* TEACHING	STUDENT ENROLLMENT**	COMMUNITY TYPE
San Perlita ISD	18%	30%	258	Rural
CCAISD	21%	35%	681	Rural
Marfa ISD	26%	26%	482	Rural
Ft. Hancock ISD	28%	46%	567	Rural
Bovina ISD	30%	34%	557	Rural

*Out-of-Field

**These figures represent the 2003-04 school year.

SOURCE: State Board for Educator Certification, 2001- 04.

**EXHIBIT 7-2
PEER DISTRICT COMPARISONS OF TEACHER YEARS OF EXPERIENCE
2004-05**

DISTRICT	YEARS OF EXPERIENCE					TOTALS
	0	1-5	6-10	11-20	20+	
San Perlita ISD	6.0	6.0	8.6	5.0	2.0	27.6
Marfa ISD	0.4	13.0	11.2	9.9	10.0	44.5
Ft. Hancock ISD	5.0	13.0	11.0	11.1	5.6	45.7
Bovina ISD	4.3	15.0	6.0	13.8	11.5	50.6
CCAISD	6.0	8.0	13.8	20.1	12.0	59.9
REGION 18	357.8	1247.4	1466.0	1106.3	1095.4	5272.9
STATE	22,648.6	84,482.3	57,027.2	72,100.0	58,003.7	294,261.8

SOURCE: Texas Education Agency, PEIMS, 2004-05.

files, reviewed 40 files of current and former employees, and examined the school board policies and district procedures relating to personnel files. Among the findings from these activities were two areas of accomplishments: the organization of the files and the systems in place for controlled access to files and file security. Each of the files contained a checklist outlining the required contents of the file including information on certification, job qualifications (e.g., transcripts, certification exam scores, and so forth.), job application, criminal background clearances, contract, professional development activities, record of work leaves, and verification of work experience.

The information in the files were well-organized, with materials attached by clasps at the top of each side of the file preventing materials from becoming lost should the file be dropped accidentally. The system, created by the previous file custodian who trained the current person in charge of the records, allowed easy access to file content. The federal Health Insurance Portability and Accountability Act of 1996 (HIPAA) requires employers and health care providers to

protect medical records as confidential, separate and apart from other personnel records. In adherence to HIPAA, employee health records are in separate files.

In addition, all files are kept in locked cabinets in the superintendent’s assistant’s office, who is the primary custodian of the files. All “dead” files of former employees are in the storage vault in the main office, which remains locked at all times. The only persons with keys to the files are the primary custodian and the Superintendent. A third key to the active files cabinet is locked in the storage vault. Employees may review their files at any time that the file custodian is available to access them. The policy for outside reviewing of an employee file is outlined in the district’s School Board policy manual, and a set of procedures and accompanying forms are in place for executing the policy. Under section GBAA: Information Access-Requests for Information, the district’s policy states:

The District may promulgate reasonable rules of procedure by which public information may be inspected and copied efficiently, safely and without

delay. The Superintendent or designee shall promptly produce public information for inspection, duplication or both, in District offices on application by any person. "Promptly" means as soon as possible under the circumstances, that is, within a reasonable time, without delay.

Requests to review the content of personnel files come from both district employees and outside individuals and agencies. Employees may review their files under the supervision of the assistant to the superintendent at any time mutually agreed upon. The superintendent approves outside requests and personnel file content review is limited to specifically requested information. Copying of requested materials is done by the central office staff. District employees may restrict access to their home address, telephone number, social security number and family member information by completing a Public Access to Employee Record Information form. Once completed and on file, such information will be shielded from public review. These procedures are in keeping with the Rights of Requestors section of the Texas Public Information Act (TPIA).

DETAILED FINDINGS

JOB DESCRIPTIONS (REC. 57)

CCAISD lacks updated job descriptions that align with the actual job duties and responsibilities of the staff. CCAISD lacks a formal human resources department. human resources functions are carried out by three individuals: the superintendent, the assistant to the superintendent, and the business manager. The business manager is responsible for developing the job descriptions; however, during the onsite review, job descriptions were unavailable for all positions in the district. According to the payroll roster provided to the review team, there are 22 job categories in the district: These job categories are shown in **Exhibit 7-3**.

Of these 22 categories, only six job descriptions were provided during the onsite review, two of which were for positions not listed on the payroll roster (administrative secretary, custodial director). The district uses the services of the Texas Association of School Boards (TASB), which has a personnel bank of over 140 job descriptions that subscribing districts can download and customize to meet the requirements of schools and school principals. In interviews with district personnel and reviewing the job descriptions that were available, the review team noted several discrepancies between the job description requirements and the actual work

**EXHIBIT 7-3
CCAISD JOB CATEGORIES
2005-06**

JOB TITLE

- Superintendent
- Superintendent's Secretary
- Business Manager
- Director of Transportation
- Accounts Payable Clerk
- Technology Coordinator
- Computer Technician
- PEIMS Coordinator
- Cafeteria Manager
- School Nurse
- High School Principal
- Middle School Principal
- Elementary School Principal
- Teacher
- Guidance Counselor
- Librarian
- Office Secretary
- Classroom Aide
- Attendance Clerk
- Cafeteria Worker
- Bus Driver
- Custodian

SOURCE: CCAISD Payroll Rosters, December, 2005.

and/or qualifications of persons holding the positions. The following examples illustrate these findings:

- The educational qualifications in the job description for the business manager's position states: "Master's degree in a business-related field or educational administration." The current business manager lacks a college degree, but has taken accounting and business courses, and holds TASB certification; however, the job description does not mention an allowance for substituting education credentials.
- The primary purpose of the business manager position is listed as "...to direct and manage the operations of all financial and business affairs of the district including accounting, payroll, purchasing, risk management, and tax collection. Serve as the chief financial advisor to the superintendent and board of trustees." Despite this primary purpose, the job description includes other duties not directly related to the primary responsibility

of the job, such as “personnel management” and “community relations.” These major responsibilities were included in the position because the individual holding the position was given these duties; however, this individual has no specialized education or training to qualify for these duties.

- The assistant to the superintendent’s position is a combination of the duties described in the positions of “administrative secretary,” and “secretary to the superintendent;” however, there is no specific job description for the current title of the position, or the combined responsibilities.

Not having adequate or accurate job descriptions can lead to a number of problems for the district. These problems include:

- hiring candidates without proper educational qualifications or experience;
- improper ranking of jobs on the district’s salary schedule;
- employee retention problems due to inaccurate assessment of the qualifications necessary to successfully perform the job duties; and
- employee turnover and/or poor job performance due to an inaccurate perception of the job’s duties and responsibilities.

According to the “Managing Employees” section of www.business.gov, an online link to business services of the U.S. Government, a well-written job description accurately describes the work that a particular job entails. The basic components include the job title, the job’s overall position in the organization (reporting relationships), essential and non-essential functions, job qualifications (education and/or experience), and physical and environmental characteristics. Best practices, in terms of the content of each of these elements, involve the following:

- **Job Title:** a brief, general idea of what the job entails, its level of activity, and its scope of responsibility (that is, executive director of human resources, social worker, office secretary).
- **General Description:** a brief summary of the main purposes and functions of the job.
- **Reporting Relationship(s):** the position the incumbent reports to and the positions reporting to the incumbent.

- **Characteristic Duties:** a list of the job duties and responsibilities (usually in order of importance or percentage of time spent).
- **Minimum and Preferred Qualifications:** the education, training, experience and skill requirements considered essential to satisfactorily perform the job (minimum qualifications) and the qualifications that may enhance the job holder’s ability to perform the job (preferred qualifications).
- **Physical and Environmental Characteristics:** the physical requirements necessary to perform the essential functions of the job and statements regarding working conditions (that is, noise and temperature levels and any dangerous equipment the jobholder must use).
- **Disclaimer:** statement indicating that the job description is not meant to be all-inclusive of the duties and responsibilities of the job.

It is a common practice for school districts to publish job descriptions on their websites as a recruitment tool to provide prospective employees with more detailed information on vacancies. Some districts using this practice include the following:

- **Wachusett (Massachusetts) Regional School District:**
 - www.wrsd.net/jobdescriptions.htm#Food
Provides a general listing of job categories that then expand to a larger listing of job descriptions for all the district positions in that category.
- **Irvine (California) Unified School District:**
 - www.iusd.k12.ca.us/human_resources/jobpost.htm
Provides a link to its job descriptions as a part of the job vacancy posting.
- **Keller (Texas) ISD:**
 - www.kellerisd.net/departments/personnel/job_descriptions/default.asp
Similar to Wachusett and provides a general listing of job categories that then expand to a larger listing of job descriptions for all the district positions in that category.

The district should expand utilization of the bank of job descriptions currently accessed through membership in Texas Association of School Boards (TASB). Using the TASB job description bank as a model, the district should develop job descriptions that encompass the essential elements of each

position (such as title, reporting authority, educational requirements, and so forth.) and be inclusive of all positions currently held by individuals employed by the district. After developing accurate job descriptions, the district should use them as the basis for training, recruitment and performance evaluation. When job requirements change, the district should revise and update the job description to ensure that it contains the new duties and responsibilities. Having comprehensive job descriptions ensures fairness and equity in hiring and performance evaluation by providing a standard set of employment criteria. They also reduce the risk of lawsuits involving employee disputes regarding job duties and responsibilities.

HUMAN RESOURCES MANAGEMENT SOFTWARE (REC. 58)

CCAISD's current method of processing routine personnel information manually is inefficient and does not allow connection of information between databases. The assistant to the superintendent is responsible for the initial setup of records for new employees, except for their placement in the payroll system. This position is also responsible for recording all types of employee leave balances on forms that are maintained in individual personnel files. The review team analyzed over 40 personnel files and found hand-written logs of personnel leave time in each folder. The manual practice of logging in personnel leave is time-consuming and does not allow for integration of leave accounting information to other human resources databases such as the payroll database. In addition, most forms used for human resources functions are not in an electronic format, which increases the possibility for errors and inaccuracies. The potential for errors is significant because incorrectly recording employee leave balances can negatively impact employees at the point of termination of service since leave balances are factored into the formula for determining resignation and retirement payouts.

Many districts use human resources software packages that have manageable long-term costs for maintenance, upgrades and user training. These systems offer human resource functions that users can perform more efficiently. According to the software manufacturers, users may:

- Maintain basic employee information such as contact information, hire date, Social Security Number, EEO data, W-4 Status, I-9 renewal date, emergency information, benefits and 10 custom user-defined fields.
- Manage and track benefit information. For each employee, keep track of 401K, Health, Life, Dental and

Vision information or create your own custom benefit categories. Receive reminders for when employees are eligible for benefits.

- Quickly and easily communicate with employees. The software allows users to create and send employee letters using Staff Files data with 34 pre-defined templates including benefit eligibility, upcoming evaluation, welcome, promotion, recommendation and termination letters and much more. Edit these templates for your needs or create your own letters using Microsoft Word. E-mail reminders let you set up future communication with employees such as eligibility dates.
- Manage employee accruals and time used for vacation and sick leave or any additional categories defined by the district.

The multiple functions of an electronic human resources management system also allow user to enter information into a district's computer system as a one-step process where they can select records and transfer them from one database to another. For example, after authorized staff enters an employee's personal information into the computer system, that same information would be available for payroll, fringe benefits, and any other human resource functions. Additional time savings is realized through the software's capability to have a limited amount of data password-accessible user ID's that would allow an employee to check their own leave time balances, eliminating the need for central office personnel to perform this task.

The school district should automate current human resources practices by using human resource management software. Human resources management software would allow staff to enter information into the district's computer system as a one-step process, and then transfer or share select records as needed from one database to another.

The cost of implementing this recommendation is based on the number of approved users for the software. The price of the software for five users is \$695 with additional technical support and upgrades offered at \$200 annually for five users. Currently, there are five central office staff that would be users of the software. Purchasing site licenses for five users would be a one-time cost in 2006–07 of \$695 and an additional \$200 annually for five users in years 2007–08 through 2010–11. The total cost over a five-year period would be \$1,495, or (\$695 technical support + \$800 upgrades). There are no additional charges for installation.

**HUMAN RESOURCES MANAGEMENT PLAN
(REC. 59)**

CCAISD lacks a process for establishing goals and/or a human resources management plan. During interviews with staff responsible for human resources functions, and in reviewing human resources documents, it was evident that the district has no master plan or long-term goals regarding human resources. CCAISD, a small district with only 102 employees, is experiencing the following issues:

- There is an extremely high rate of turnover for school administrators. Over the past 10 years (1995–2005), there have been five high school principals, four junior high principals, and seven principals at the elementary schools, for a total of 16 principal changes.
- The majority of teachers in the district (59 percent), have at least 11 years of teaching experience, with nearly a quarter of all teachers (22 percent) having over 20 years of experience. Over the next five years, there will be a considerable number of teachers eligible for retirement, increasing the demand for new teachers.
- While nearly 80 percent of the student population in the district is Hispanic, only 37 percent of the teachers in the district are Hispanic.
- There is currently no formal human resources department, nor is there an organizational chart or a clearly identified human resources budget.

Although the district performs a number of human resources practices, there is no systematic plan to gather data from these activities to determine their effectiveness. For example, the district sends representatives to job fairs at University of Texas-El Paso and Sul Ross State University to recruit teachers, but there is no exact accounting for exactly how many teachers came to work in the district because of these efforts. The district also collects data from teachers in exit interviews, job assignment requests and other survey processes, which it may use in isolated instances, but there is

no systematic analysis of this data to inform future human resources practices.

In addition, the district has seen a decrease in student enrollment and staff as shown in **Exhibit 7-4** but made no efforts to plan accordingly in its Human Resources department.

As shown in **Exhibit 7-4**, the declining enrollment in the district over the last five years is matched by a decline in the number of school staff. Despite these reductions in staff, the district has maintained staffing patterns that are within guidelines established by the Southern Association of Colleges and Schools (SACS) Accreditation Standards.

Exhibit 7-5 shows the SACS staffing formula for schools, while **Exhibit 7-6** shows the actual staffing patterns of the three CCAISD schools. The district’s staffing patterns are within the SACS guidelines, except in the area of support staff. Each school in the district has four persons classified as teacher’s aides. While the number of teacher’s aides may initially seem to be in excess of SACS guidelines, of the 12 aides listed in the table, six are aides for special education classes, and the other aides are either in the media center, computer lab or assisting in ESL classrooms. In both the elementary and junior high schools, the media center aides are in lieu of a media specialist, and the junior high aide works in both the media center and computer lab, again, in lieu of professional staff.

In addition, CCAISD’s instructional staffing is comparable to other districts of similar demographics. **Exhibit 7-7** compares CCAISD’s the teacher-pupil ratios and its four peer districts. As shown in the table, CCAISD’s ratio is comparable with that of its peer districts and with the levels of instructional staffing of district norms.

Despite the district’s small size, having a process that identifies its staffing needs is necessary to support the organizational mission and goals of the district.

**EXHIBIT 7-4
FIVE-YEAR TREND IN STUDENT AND STAFF POPULATION
CCAISD 2000–01 THROUGH 2004–05**

CCAISD	2004–05	2003–04	2002–03	2001–02	2000–01
Student Enrollment	622	663	681	700	698
Total Staff	72	75	86	86	115
Professional Staff	62	65	74	74	74
Support Staff	10	10	12	12	41

SOURCE: Texas Education Agency, Academic Excellence Indicator System, 2000–01 through 2004–05.

**EXHIBIT 7-5
SACS HUMAN RESOURCES STAFFING FORMULA FOR SCHOOLS**

MEMBERSHIP	1-249	250-499	500-749	750-999	1000-1249	1250-1499	1500-UP
Administrative Head	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Administrative or Supervisory Assistants	0.0	0.5 0.0 (elem)	1.0 0.5 (elem)	1.5 1.0 (elem)	2.0 1.5 (elem)	2.5 2.0 (elem)	One (full-time equivalent) staff member shall be added <i>where needed</i> for each additional 250 students over 1,500.
Guidance Professionals	0.5	1.0 0.5 (elem)	1.5 1.0 (elem)	2.0 1.5 (elem)	2.5 2.0 (elem)	3.0 2.5 (elem)	
Library or Media Specialists	0.5	1.0	1.0	1.0	2.0* (secondary) 1.0 (middle-elem)	2.0* (secondary) 1.0 (middle-elem)	
Support staff for administration, library media, or technology	1.0 0.5 (elem)	2.5 1.0 (elem)	4.0 1.5 (elem)	4.5 2.5 (elem)	5.0 3.0 (elem)	5.5 3.0 (elem)	

*After employing one professional qualified librarian or media specialist, the school may employ a professionally qualified technology or information specialist, assigned to the library media center, to meet the requirement.

Source: Southern Association of Colleges and Schools (SACS) Accreditation Standards for Human Resources, 2006.

**EXHIBIT 7-6
HUMAN RESOURCES STAFFING PATTERNS FOR CCAISD
2004-05**

SCHOOL	ADMINISTRATION	ADMINISTRATION ASSISTANT	GUIDANCE	MEDIA	SUPPORT STAFF
Elementary	1	0	0.5	0	4
Junior High	1	0	0.5	0	4
Senior High	1	0	1.0	1	4

SOURCE: CCAISD, 2005.

**EXHIBIT 7-7
PEER DISTRICT COMPARISONS OF TEACHER-PUPIL RATIOS
2004-05**

SCHOOL DISTRICT	PUPIL ENROLLMENT	TEACHER-PUPIL RATIO
San Perlita ISD	272	1:11
CCAISD	622	1:11.5
Marfa ISD	438	1:9.8
Fort Hancock ISD	582	1:12.7
Bovina ISD	518	1:10.3

SOURCE: AEIS, 2004-05.

Failure to develop and implement a strategic plan for human resources could result in:

- inadequate use of human and fiscal resources;
- being blindsided by significant changes in local conditions (e.g., mass exodus of personnel, severe budget shortfall, and so forth.); and
- failure to achieve systemic, lasting improvement in student achievement and other measures of school and district performance.

According to the Society of Human Resources Management Development (SHRMD), Human Resource departments systemically use strategic planning as a best practice in organizational effectiveness. A strategic plan should align with a district’s overall mission and should clearly identify the persons responsible for each of the actions in the plan as well as a timeline for their completion. The development of such a plan encompasses all affected stakeholder groups both within the district and in the community at-large and is open to review and subject to final approval by the entire school board.

CCAISD should develop a human resources master plan. The human resources master plan should both identify the current challenges and opportunities in the district and establish a clear set of goals and objectives. The decline in student enrollment that makes it necessary to reduce staff also requires the district to develop short and long-term goals for human resource policies and procedures. These procedures should include the use of a staffing formula to guide the decision-making process when hiring personnel.

Service Center representatives could meet with members of the district leadership to review the stated goals and objectives in the district's overall strategic plan, then help staff align these goals with those specific to human resources, and then develop a plan to achieve the goals.

PRINCIPAL INTERVIEW PROCESS (REC. 60)

CCAISD lacks a standardized process for interviewing applicants for school principal vacancies. The district lacks written procedures that outline the entire interview process, including the initial selection criteria, the resume screening process, first interview session (including any task-related activities), and the final interview session.

The interview process CCAISD uses for school principal applicants is inconsistent and does not meet the standards of best practice. A principal, hired in 2004, indicated there was confusion during his interview. In an example cited during interviews, one principal applicant's interview process required the completion of a two-hour computer-related activity. A second applicant received a packet to review and present a plan of action, based on the scenario in the packet.

In addition, the district does not inform applicants well in advance of the process, which limits the time they have to prepare for their interview. Many districts have written procedures that outline the entire interview process, including the initial selection criteria, the resume screening process, first interview session (including any task-related activities), and the final interview session.

Providence (RI) School District uses a clearly defined process for advancing to the principal ship. The district published a brochure outlining the process, available at www.providenceschools.org/dept/news/files/3FAFF742186149D39EC0E66AF667C6DE.pdf. Jefferson County (KY) School District is another example of how the principal interview process is clearly outlined in policy and procedures. Here, in a section of the district's website entitled, "Principal Selection," the district outlines the policy and procedures for filling a principal vacancy. This information

is available at www.jefferson.k12.ky.us/Programs/SBDM/principalselect.html

The superintendent should develop a consistent principal interview process and review the process with a team of school administrators to gain additional input. The final written procedure should be included in any future principal vacancy notices and appropriate manuals. Furthermore, the superintendent should ensure that the newly created process is followed during future principal interviews. This recommended process should be detailed in appropriate procedures manuals, and on vacancy announcements, as well as in packets that are mailed to potential applicants.

TEACHER MENTORING PROGRAM (REC. 61)

CCAISD lacks a formal mentoring program to assist new teachers. Currently, 22 percent of teachers in CCAISD have five years of teaching experience or less. Eleven percent are first year teachers, a figure that has remained constant from 2003–2005. Interviews with various central office and school-based staff in the district revealed that there is no formal mentoring program for new teachers. With a six to 10 new teachers entering the district each year, it is important to provide the support necessary not only to retain them, but also to enhance their teaching skills to enable them to be strong practitioners in the classroom. National studies by the Association for Supervision and Curriculum Development (ASCD) report that lack of professional support is one of the top reasons cited by new teachers who leave the profession within the first five years.

The district conducts a one-day orientation for new teachers facilitated by the superintendent. The event welcomes the new personnel, informs them of school district policies and procedures that they should become familiar with, and reminds them of any remaining employment paperwork that needs to be completed. After this event, any additional support is left to the school principal.

A study by Hanuyshek (2004) found that teachers with zero to two years of experience were almost twice as likely as more experienced teachers (11–30 years of experience) to exit Texas public schools and almost four times as likely to switch school districts. This mirrors the situation the Human Resources staff in CCAISD described in that teachers who leave are not leaving the profession, but seeking employment in other districts.

Effective districts use mentoring programs to ensure it supports new teachers. Such programs contain basic components to include the following:

- a protégé with an experienced and willing teacher in the same subject/content area;
- release time for mentor to observe new teacher;
- common release time so the mentor may have one-on-one and small group conversations;
- no more than three inexperienced teachers with whom one mentor will work;
- personal invitations to new staff members to lunch and events at school (that is, sports, theater, concerts, and so forth.);
- introductions of new teachers to existing staff members, including secretaries and custodians;
- a real tour of the school (that is restrooms, cafeteria, where not to sit in the lunchroom, and so forth.);
- assistance about where and how to locate materials to use in the classroom;
- ways in which others can share materials with the new teachers; and
- ongoing formal programs and orientations for things like attendance taking, grade reporting, how to get a substitute, ordering supplies and materials, and school policies.

CCAISD should create a mentoring program to support new teachers and help ensure their continued service in the district. For teachers who are new to the school district, a mentoring

program would provide an additional level of support through their first year of teaching and increase their sense of worth.

The financial impact of this recommendation would consist of the costs for stipends and substitute teachers for mentor teachers. Mentors would receive a stipend as well as on-going training. The district should document the activities of the mentor teacher including time in training, sharing ideas and information, and providing support to the new teacher. The estimated cost for the mentor stipends would be \$2,048 per year for four teachers receiving \$500 each plus benefits (\$500 X 2.45 benefit rate = \$512 (rounded) X 4 teachers = \$2,048). The \$500 is comparable with stipends for similar activities on the district’s supplementary salary schedule. The four-teacher figure is based on the district average of eight new teachers per year and each mentor teacher being assigned two new teachers. In addition, the district should budget funds for up to eight days of substitutes for each mentor teacher and their mentor for classroom observations, training, and other mentoring activities, at a total cost of \$1,600 per year (32 days (8 days X 4 teachers) X \$50 per diem). The district will therefore, be investing a total of \$3,648 annually for teacher stipends and substitute teachers or (\$2,048 in teacher stipends + \$1,600 in substitute teacher salary per diem = \$3,648).

For background information on Human Resources, see p. 151 in the General Information section of the appendices.

FISCAL IMPACT

RECOMMENDATIONS	2006-07	2007-08	2008-09	2009-10	2010-11	TOTAL 5-YEAR (COSTS) SAVINGS	ONE-TIME (COSTS) SAVINGS
CHAPTER 7: HUMAN RESOURCES							
57. Expand utilization of the bank of job descriptions currently accessed through membership in the Texas Association of School Boards (TASB).	\$0	\$0	\$0	\$0	\$0	\$0	\$0
58. Automate current human resources practices by using human resource management software.	\$0	(\$200)	(\$200)	(\$200)	(\$200)	(\$800)	(\$695)
59. Develop a human resources master plan.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
60. Develop a consistent principal interview process and review the process with a team of school administrators to gain additional input.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
61. Create a mentoring program to support new teachers and help ensure their continued service in the district.	(\$3,648)	(\$3,648)	(\$3,648)	(\$3,648)	(\$3,648)	(\$18,240)	\$0
TOTALS-CHAPTER 7	(\$3,648)	(\$3,848)	(\$3,848)	(\$3,848)	(\$3,848)	(\$19,040)	(\$695)



Chapter 8

Facilities

CHAPTER 8. FACILITIES

Effective facilities management ensures that a district has facilities designed and built to enhance a district's primary educational programs; compliance with local, state, and federal regulations; and minimal utility and maintenance costs. An elementary/junior high school, a high school with auditorium, gymnasium and band hall, an administrative office, an alternative school facility including a gymnasium, athletic facilities including a field house, a maintenance and transportation building, and 25 teacherages rented to school personnel comprise the Culberson County-Allamore Independent School District (CCAISD) facilities. The newest facilities, the maintenance and transportation building and administration office, were built in 1986. The oldest facility, the Alternative School (Delaware building), was built in 1926 and remodeled in 1986. The high school was constructed in 1952, elementary in 1960, and the junior high in 1969. All bond issues for prior renovations and construction have been amortized and a new \$1.5 million bond issue was approved in 2005.

CCAISD has 11 full-time employees assigned to school facility maintenance, including the director of Facilities and Maintenance, seven custodians, and three maintenance positions sharing responsibilities for vehicle maintenance and cleaning.

ACCOMPLISHMENT

- CCAISD established a 23-member, school-communitywide facilities committee, which worked with a contracted architectural firm and district personnel to establish a master plan of prioritized needs.

FINDINGS

- The district lacks a comprehensive long-range facilities and equipment plan that includes preventive maintenance provisions, renovation, need new or replacement equipment plans, and use of excess space plans.
- The district lacks a process for conducting facility inspections.
- The district has an inefficient system to perform custodial duties.
- CCAISD lacks a policy, guidelines, or identifiable staffing standard for the assignment of custodial FTEs to facilities.

- While the district has an energy management policy CL (LOCAL), the district lacks an energy management program, has not conducted an energy consumption audit or assigned any personnel these responsibilities.

RECOMMENDATIONS

- **Recommendation 62: Develop a long-range facilities and equipment plan.** The district should establish a district prioritization of capital facilities and equipment spending including the use of excess space in the Discipline Alternative Education (Delaware) building. Since CCAISD already completed a comprehensive survey of facilities and established detailed needs with estimates of the cost to correct deficiencies, it should develop a long-range facilities and equipment plan. The district should update this plan annually by including provisions for preventive maintenance, replacement of equipment, and development of strategies for the effective use or disposal of unused space. Existing district personnel could develop the elements of the plan.
- **Recommendation 63: Modify the Region 18 checklist to ensure the district uses a comprehensive instrument to conduct facility inspections.** Modifications should include deleting the Critical Documents and Faculty/Students Comments sections of the checklist and modifying the inspection checklist to include a Facilities Cleanliness section. The Facilities Cleanliness section should have specific subsections reflecting the condition of floors, lighting, water fountains, restrooms, hallways, ceilings, classrooms including trash receptacles and white or chalk boards, and grounds. Inspections should be scheduled on a monthly basis to provide routine feedback to custodial staff and the principals as well as information for maintenance services.
- **Recommendation 64: Assign custodial staff between a day shift and a shift beginning one hour prior to student dismissal on all student days.** The assignment of custodial staff to both day and second shifts permits the cleaning of classroom and restroom facilities after their daily use. This practice should provide a more efficient and effective use of personnel and reduce interruptions of classroom activities.

- **Recommendation 65: Adopt and implement a custodial staffing policy and guidelines based upon established criteria.** The criteria should promote an increase in services and equity in distribution of labor per square footage of cleaning.
- **Recommendation 66: Develop and implement an energy management program.** CCAISD should develop an energy management program to reduce costs for water, electric, and gas consumption. This implementation should result in the allocation of savings to instructional programs and other high need areas. Existing district personnel should develop this program.

DETAILED ACCOMPLISHMENT

COMPREHENSIVE FACILITY ASSESSMENT

CCAISD established a 23-member, school-communitywide facilities committee, which worked with a contracted architectural firm and district personnel to establish a master plan of prioritized needs. A proposed \$1.5 million bond referendum would provide the funding to address the needs. The bond passed by an overwhelming margin of 82 percent.

The Board of Trustees contracted the firm of McCormick Architecture to perform a facility assessment of eight building complexes including Eagle Elementary School, Van Horn Junior High School, Van Horn High School, administrative building, field house, maintenance and transportation building, auditorium, and Delaware facility. The firm conducted a thorough facility assessment on March 8–9, 2005, on the eight buildings. The assessment resulted in a 54-page report examining each building and providing detailed descriptions of needed improvements. The facility assessment included capacities and occupation rates, building use, exterior construction and site condition, interior walls, doors, windows, flooring, ceiling, electrical and plumbing, facilities compliance with Americans with Disabilities Act (ADA), and furnishings. Heating, Ventilation, and Air Conditioning (HVAC) systems were evaluated as were safety measures. The final report included preliminary construction cost estimates of \$2.02 million.

The Board of Trustees, superintendent, administration, and other personnel used this report as an important information resource to develop support for the passage of a bond referendum, which would finance many of the recommendations. After receiving the facilities assessment report, the Board of Trustees and superintendent held a special board meeting to organize a 23-member, school-

communitywide facilities committee. Members were selected and appointed by the Board and administration from a cross-section of the community to ensure communitywide input. Representatives from all sectors of the community were on the committee, including seven business owners, a rancher, law enforcement, municipal, county, and state services, health services, large corporations, and families. As the committee continued its work, a town hall meeting was held April 2005, prior to the successful passage of the bond referendum. The meeting was widely publicized in the local news media and through information sheets hand delivered around the county. As a result of the hard work of the committee and all the publicity, a large gathering of interested citizens a public forum prior to the election. The April 2005 bond election passed by a vote of 217 in favor with 47 against, or 82 percent of votes cast.

DETAILED FINDINGS

LONG-RANGE FACILITIES AND EQUIPMENT PLAN (REC. 62)

The district lacks a comprehensive long-range facilities and equipment plan that includes preventive maintenance provisions, renovation needs, new or replacement equipment plans, and use of excess space plans. CCAISD also has no plan for the use of the 11 excess classrooms, two storage areas, and other underutilized spaces available at the Delaware building (Discipline Alternative Education School). In addition, the March 2005 contracted architectural report identified \$2.2 million in preliminary and cost estimates for facility needs yet the district only proposed a \$1.5 million bond referendum.

Currently the district's facility planning instrument consists only of the recently completed survey of facility needs and cost estimates to correct deficiencies prepared by the architectural firm that assisted the district with the 2005 bond referendum. The district does not formally plan long range to ensure the most effective use of its entire operations program in lieu of the district's steady decline in student enrollment as seen in **Exhibit 8-1**. The district's enrollment has declined by 10.9 percent over the last five years.

In addition, a physical examination of all CCAISD educational facilities by the review team confirms the conditions reported in the March 2005 contracted architectural facility assessment report and the Education Resource Service Center XVIII, (Region 18) October 2005 Safety Walkabout Checklists. Examples of the reported conditions per the review team's assessments and actions needed, include the following:

**EXHIBIT 8-1
CCAISD ENROLLMENT
2000-01 THROUGH 2004-05**

DISTRICT NAME	2000-01	2001-02	2002-03	2003-04	2004-05	PERCENT CHANGE
CCAISD	698	700	681	665	622	(10.9%)

SOURCE: Texas Education Agency, Academic Excellence Indicator System (AEIS) 2000-01 through 2004-05.

- exposed wiring in kitchen, stage, and computer lab areas;
- lack of handicapped accessible restrooms and need to make water fountains, lockers, signs, and other conditions ADA compliant;
- obstructions in hallways;
- loose handrails;
- unlocked custodial storage areas;
- improperly stored chemicals and flammable supplies;
- at least one fire extinguisher with an out-of-date tag (since remedied);
- science laboratories with no eye/face wash station;
- need to upgrade electrical lighting and replace broken receptacles and outlets;
- replace roofing and guttering and place sealant on windows, and repair door frames;
- site work to minimize dust conditions and correct safety issues; and
- other reported issues including broken windows and unsecured exterior access doors.

Enrollment in CCAISD for 2005-06 remains at prior three-year levels of just over 600 students with January 2006 figures at 622, identical to the Texas Education Agency (TEA) Public Education Information Management System (PEIMS)

2004-05 report of 622 students and fewer than the 2003-04 count of 665. **Exhibit 8-2** shows facility capacity information that was included in the March 2005 facility assessment report and as a result of the review team’s on-site inspection of actual room use.

The facility assessment reports do not include for the provision of additional space for student enrollment; since the district’s schools at present are underutilized and the district uses no portable classrooms. **Exhibit 8-2** shows that the four primary school buildings range from 78 to 36 years old. The oldest facility, the Delaware building, was remodeled in 1986, 20 years ago. Realistically the excess capacity at the Delaware building is 416 student stations instead of the 626 reflected in the exhibit.

Comprehensive long-range facilities and equipment plans typically include preventive maintenance provisions, renovation of facilities, the need for new and replacement equipment, and use of excess space. The implementation of these plans also results in reducing the number of reportable facilities maintenance issues and ensures efficient and effective use of facilities.

Without a comprehensive plan, a district does not have adequate information to base its capital budget development decisions and cannot achieve a full understanding of the needs for additional funding.

**EXHIBIT 8-2
YEAR CONSTRUCTED, STUDENT CAPACITY, AND STUDENT ENROLLMENT OF CCAISD SCHOOLS
2005-06**

SCHOOL	YEAR CONSTRUCTED	2005-06 STUDENT CAPACITY	2005-06 STUDENT ENROLLMENT	EXCESS CAPACITY+
Delaware building	1927	240	Up to 30*	210+
Van Horn High School	1952	400	196	204+
Van Horn Junior High School	1969	260	148	112+
Eagle Elementary School	1960	388	278	100+
TOTAL		1,318	622	626

* Students assigned vary dependent upon Alternative Education placement.
+ Excess space is not in adequate condition for student use.

SOURCE: March 2005 McCormick Architecture Facility Assessment report and Onsite review, 2005-06.

A long-range facilities plan includes the following components:

- compliance with regulations including ADA, safety, and other code issues;
- analysis of student capacity and projected student growth/decline data;
- program needs;
- condition of existing facilities including maintenance and renovation needs;
- projected additional facilities;
- use of excess space if available; and
- other matters as may be identified in the review of facilities process.

As a result of not planning long-range, the district is unable to project its facility and preventive maintenance needs to ensure it is making the most of its funding allocations, especially in a district where enrollment continues to decrease.

CCAISD should develop a long-range facilities and equipment plan. In addition, it should establish a district prioritization of capital facilities for the use of excess space in the Delaware building, and for managing and monitoring the existing space as enrollment changes. Due to the district's small size and limited financial resources, it should also include the replacement of major equipment for the cafeteria, maintenance needs, a vehicle replacement component including school buses and other equipment, and the provision for the effective use and maintenance of the district's 11 excess classrooms, two storage areas, and other spaces in the Delaware building. The district should include a discussion regarding the consolidation of spaces where necessary in order to cut down on utility costs. The district could close off space not used, such as a wing or hallway of underutilized classrooms. When possible, students should relocate to spaces where the student-to-space ratio is consistent with industry standards.

Since CCAISD completed a comprehensive survey of facilities and established detailed needs along with estimates of the cost to correct deficiencies, it could easily develop a long-range facilities and equipment plan by using existing district personnel. The district should update this plan annually by including provisions for preventive maintenance, replacement of equipment, and developing strategies for the effective use or disposal of unused space. The establishment of a five-member facilities and equipment planning committee composed of the Business manager, the director of Facilities

and Transportation, one principal, and the superintendent should assist in the development of the plan. The committee could also monitor its implementation, ensuring annual updating of the plan.

FACILITY WALK-THROUGH INSPECTION PROCESS (REC. 63)

The district lacks a process for conducting facility inspections. CCAISD does not use an organized checklist tailored to its facility needs for conducting facility inspections. In addition, the district lacks a written report detailing the facility needs that the administration can use for planning purposes regarding preventive maintenance or facility planning. The only organized assessment the district uses to inspect facilities is the October 2005 Safety Walkabout Checklists developed by Region 18 personnel. A tour of facilities by the review team also revealed some of the same deficiencies recognized by Region 18. The Region 18 checklists identified the following deficiencies:

- obstructions in hallways;
- exposed electrical wiring;
- loose stairway handrails;
- broken windows;
- lighting problems;
- damaged ceiling tiles;
- bathroom privacy dividers damaged;
- leaking bathroom pipes and facets;
- improper storage of flammable and caustic materials;
- posting of evacuation routes;
- broken playground equipment; and
- graffiti.

Exhibit 8-3 presents the topical arrangement of the Region 18 checklist.

In addition, to the identified areas of need, the review team noted that the district also does not maintain records of their walk-through inspections. The director of Facilities and Transportation performs facility walk-through inspections on a periodic basis. The director mentioned that sometimes they occur monthly; however, when the review team asked for records of these inspections, the district could not produce them. CCAISD was also unable to produce a systematically organized checklist used to guide their inspection process.

Without a checklist the district custodial staff cannot be expected to accomplish or prioritize tasks..

Monthly facilities checklists and schedules assist districts as a guide for requesting maintenance and improved custodial

**EXHIBIT 8-3
REGION 18 SAFETY WALKABOUT CHECKLIST
2005-06**

FACILITY	ITEM	PROBLEM YES/NO/NA	COMMENT
INTERIOR - General	Electrical Ceiling Flooring Walls Windows Passageways/Halls Stairs Handrails Lighting Doors/doorways Bathrooms Storage Areas Chemicals First Aid Supplies Number of Certified CPR Personnel Fire Extinguishers Exit Markings Emergency Lighting Emergency Evacuation Plans		
Cafeteria	Electrical Gas Water Refrigeration		
Library	Lighting Electrical		
Science Laboratory	MSDS Eyewash Body Wash Master Shut Off for water, electricity & gas Fire Blanket Fire Extinguisher Second Exit		
EXTERIOR	Entryways Lighting Plants/Shrubs Barriers Windows Locks Roof Foundation Out-buildings Trash Areas Lawn Hazards Siding Parking ADA Compliant Sidewalks Condition Playground & Equipment		
CRITICAL DOCUMENTS	Student Code of Conduct Crisis Plan Campus Plan Campus Map PEIMS 425 Report Steroid Notice (grades 7-12)		

**EXHIBIT 8-3 (CONTINUED)
REGION 18 SAFETY WALKABOUT CHECKLIST
2005-06**

FACILITY	ITEM	PROBLEM YES/NO/NA	COMMENT
FACULTY/STUDENT COMMENTS	Concerns How would you make your school safe? Do you understand the hidden culture/ curriculum of the school?		

SOURCE: CCAISD Facilities and Transportation office, Region 18 Safety Walkabout Checklist, December 2005.

services. They also provide information on the quality of services and data to determine priorities for planning and budget development.

CCAISD should modify the Region 18 checklist to ensure the district uses a comprehensive instrument to conduct facility inspections. Modifications should include deleting the Critical Documents and Faculty/Students Comments sections of the checklist and modifying the inspection checklist to include a Facilities Cleanliness section. The Facilities Cleanliness section should have specific subsections reflecting the condition of floors, lighting, water fountains, restrooms, hallways, ceilings, classrooms including trash receptacles and white or chalk boards, and grounds. Inspections should be scheduled and occur on a monthly basis, which will provide routine feedback to custodial staff and the principals, and information for maintenance services.

CUSTODIAL STAFF SCHEDULES (REC. 64)

The district has an inefficient system to perform custodial duties. Custodial staff perform assigned duties during the regular school day with custodial personnel unable to clean each classroom completely without a significant disruption to classroom activities.

Most custodians report for work during the regular school day hours, which is about the time students arrive to school during the morning and until the end of the student day unless they are driving an afternoon bus route. Custodians are expected to clean classrooms during a teacher’s planning period or when rooms are otherwise unoccupied. This situation requires the assigned custodian to move from one room to another distant room because contiguous rooms or areas may not be empty in sequence. Custodial personnel to waste valuable work time because they must move cleaning equipment and supplies from area to area, which are often significant distances apart.

Teachers the review team interviewed state that custodial personnel work hard to avoid interrupting classes but at times some it is unavoidable because the custodians must perform their tasks during the school day. Surveys conducted by the review team of students, parents, and district personnel reveal differing opinions on the cleanliness of schools. For example, while 75.7 percent of students report that schools are clean, however, 13.8 percent of parents disagree or strongly disagree with the same statement. In comparison, 22 percent of principals and teachers disagree or strongly disagree with the statement that schools are clean.

A custodial vendor serving schools throughout the country and school districts, such as San Antonio ISD; Edgewood ISD; Marion County Public Schools, Ocala, Florida; and many others has addressed the issue of minimizing interruptions in daily instruction and related programs as well as increasing the efficiency and effectiveness of custodial services by examining their work shift schedule practices.

These school districts determined that a more efficient use of custodial personnel is for a district to split the assignment of custodial staff between a day shift and a shift beginning one hour before student dismissal on all student school days. The assignment of custodial staff to both day and second shifts permits the cleaning of classroom and restroom facilities after their daily use and should result in more efficient and effective use of personnel and reduce interruption of classroom activities.

The district should assign custodial staff between a day shift and a shift beginning one hour prior to student dismissal on all student days. Implementation of this recommendation could result in custodial personnel having more actual work time devoted to assigned tasks. The greater efficiencies can be realized by creating duty schedules that flow from one adjoining or contiguous room or area to another, thus

minimizing lost time due to moving cleaning equipment and supplies. In addition, both day and second shifts permits the cleaning of classroom and restroom facilities after their daily use and should result in more efficient and effective use of personnel and reduce interruption of teacher and student activities.

ANALYSIS OF CUSTODIAL STAFFING (REC. 65)

CCAISD lacks a policy, guidelines, or identifiable staffing standard for the assignment of custodial FTEs to facilities. Workload distributions for custodial duties are inequitable, especially at the high school where the district is under-staffed by 1.5 positions due to the lack of staffing standards.

Exhibit 8-4 shows school space, assigned custodians, and the industry best practices standard.

CCAISD’s custodial staff includes seven Full-Time-Equivalent (FTE) positions, while industry best practices from the Association of Physical Plant Administrators (APPA) standards recommends 8.5. The district is not accounting for the custodians’ additional work assignments, which may affect the calculation of how much time is dedicated to each custodian as a true FTE of that department. This best practice is based on a standard of one custodian for 19,000 square feet plus 0.5 FTE for elementary schools, 0.75 FTE for middle schools, and 1.0 FTE for high schools. However, CCAISD also assigns high school custodians other tasks that include delivering student breakfasts from the elementary/junior high cafeteria to high school students who have breakfast in their classrooms, and cleaning the administrative building. In

addition, three custodians also drive daily school bus routes, further detracting from time available for accomplishing custodial tasks.

The lack of staffing policies and inequitable distribution of custodial labor not only creates inefficiencies but also lowers morale. Staff that is cleaning twice as much space as other campus custodians become disgruntled and less productive. The two custodians at the high school are cleaning nearly the same amount of space as the five custodians that clean the elementary/junior high school. The two high school custodians clean a total of 67,926 square feet of space compared to the 63,445 square feet of space the elementary/junior high school/administrative building custodians clean. In addition, the high school custodians have the added responsibility of cleaning the gymnasium after athletic events and other activities. This situation creates additional inequities that promote employee dissatisfaction. Interviews with custodial personnel and comments obtained at a community open house held by the review team support the contention that this situation creates morale problems among employees.

The district should adopt and implement a custodial staffing policy and guidelines based upon established criteria. The criteria should promote an increase in services and equity in distribution of labor per square footage of cleaning space in order to improve employee morale and appropriate staffing allocations to each building. In addition, the district should reassess their calculations regarding custodial FTEs since the district is not accounting for a custodian’s additional duties. Realistically, the district may not truly have 7.0 FTEs in this

**EXHIBIT 8-4
SCHOOL SPACE, ASSIGNED CUSTODIANS, AND INDUSTRY STANDARD
2005-06**

SCHOOL	SQUARE FEET OF SCHOOL SPACE	NUMBER OF FTE CUSTODIANS IN CCAISD	INDUSTRY STANDARDS IN FTES	DIFFERENCE()
Eagle Elementary	63,445*	4.0	3.0	
Van Horn Junior High	*	1.0		(2.0)
Van Horn High School	67,926	2.0	4.5	1.5
Delaware Building	23,872	+		
TOTAL	155,253	7.0	8.5	0.5

*Eagle Elementary and Van Horn Junior High are in the same facility and custodians also clean 375 sq. ft. in the Administrative Building (63,070 + 375).

+Services provided by a combination custodial/maintenance staff member, not reported in the exhibit, to four classroom/office areas and the gym.

SOURCE: CCAISD Facilities and Transportation office, December 2005.

department and will need to conduct this assessment to understand how many positions are needed in the department and how to distribute the workload equitably.

ENERGY MANAGEMENT PROGRAM (REC. 66)

While the district has an energy management policy CL (Local), the district lacks an energy management program, has not conducted an energy consumption audit, or assigned any personnel these responsibilities.

On December 12, 2003, the Board of Trustees adopted policy CL, giving adequate guidance for the development of energy and water management measures. This policy includes a provision for entering into an energy savings performance contract for energy or water conservation measures. Although the purpose of the contract is to reduce energy or water consumption or operating costs of school facilities, the district never implemented the provision. The policy also cites contract procurement, cost savings review, and specific conservation measures; however, the policy is permissive in that it does not require the administration to take specific action.

The district lacks a method for the potential reduction of energy and resources expenditures. An inspection of the Discipline Alternative Education Program held in the Delaware building shows that of a total of 16 rooms, exclusive of the gymnasium or vacant commons areas, 11 vacant classrooms including the library area were on the utilities system. This situation results in the district unnecessarily expending funds for utilities in areas that students or personnel do not use and do not need to be climate controlled or have electrical/water service. In addition, examination of all other facilities shows that the district is using only manual controls for lighting and HVAC systems and there is no evidence that it is using water conservation devices.

The lack of an overall energy management program results in missing opportunities to conserve energy and water expenses with the effect of reallocating conserved resources to instruction.

One Oklahoma district, Ponca City School District, developed and implemented an effective program that resulted in substantial savings. The Ponca City School District operates a two-part plan of energy management. The first includes controls procured from commercial firms. These controls permit monitoring temperatures in rooms and walk-in freezers and coolers. The controls equipment permits the logging and charting of information, setting of start and stop

times, temperature setbacks, temperature ranges, and an emergency stop system. The system can also deliver alarms if a machine fails or a temperature sensor is too high or low.

The second part of the energy management program involves a people-based program that an external energy management contractor brought to the district in 1996. The purpose of the program is to conserve energy in the off-hours. To accomplish this conservation, the program analyzes and monitors lighting, heating, cooling, humidity control, mechanical and appliance systems, and utility cost tracking, analysis and reporting. Savings in energy are accrued through the use of a program that trains personnel to reset thermostats during times that buildings are unoccupied, and then returned to normal settings by personnel returning to buildings. Buildings are inspected routinely to ensure compliance. A teacher receiving a monthly stipend and reporting to the director of Maintenance and Risk Management manages the second part of the energy management program.

Ponca City District Schools, with an enrollment of approximately 5,500 students, saved approximately \$1.2 million in documented expenditures for energy from 1997 through 2002 through the energy management program. Information presented to the board of education by the Energy Manager shows savings as averaging approximately \$192,000 per year. This averages approximately \$34.90 per student in savings based on \$192,000 divided by an enrollment of 5,500 students.

CCAISD should develop and implement an energy management program. The program will help the district reduce costs for water, electricity, and gas consumption resulting in the allocation of savings that can be redirected to instructional programs and other high-need areas. The development of an energy management program should be accomplished internally with existing personnel.

Assuming similar savings could be generated in CCAISD, the projected savings could be \$21,708 after a two-year start-up period. This figure is computed on the basis of \$34.90 per student savings in Ponca City multiplied by CCAISD enrollment of 622 or $(622 \text{ students} \times \$34.90 = \$21,708)$. Assuming that a company can conduct the energy management retrofit and accept the payback from guaranteed savings, as is the situation with one or more vendors, real savings can be realized beginning with the 2008–09 fiscal year. The cost for the energy management retrofit cannot be estimated without a detailed study of all HVAC, electrical, and lighting systems. However, if the implementation plan

involves giving a teacher a stipend to assist in training personnel and monitoring activity, the stipend could be paid from savings. The costs are estimated to be as much as \$200 per month or \$2,400 (\$200 X 12 months) plus a benefit rate of 2.45 percent = \$2,459 or (\$2,400 + [2,400 X 2.45 percent = \$58.8 rounded to \$59]). Training will occur the first two years, 2006–07 through 2007–08, for a total of \$4,918 or (\$2,459 X 2 years = \$4,918).

Beginning in the third year (2008–09), net savings based on \$34.90 per student X 622 enrollment is estimated to be \$21,708 for each year from 2008–09 through 2010–11. The net savings for five years is \$60,206 or (\$21,708 X 3 years = \$65,124) - \$4,918 (\$2,459 X 2 years) = \$60,206.

For background information on Facilities, see p. 152 in the General Information section of the appendices.

FISCAL IMPACT

RECOMMENDATIONS	2006-07	2007-08	2008-09	2009-10	2010-11	TOTAL 5-YEAR (COSTS) SAVINGS	ONE-TIME (COSTS) SAVINGS
CHAPTER 8: FACILITIES							
62. Develop a long-range facilities and equipment plan.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
63. Modify the Region 18 checklist to ensure the district uses a comprehensive instrument to conduct facility inspections.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
64. Assign custodial staff between a day shift and a shift beginning one hour prior to student dismissal on all student school days.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
65. Adopt and implement a custodial staffing policy and guidelines based upon established criteria.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
66. Develop and implement an energy management program.	(\$2,459)	(\$2,459)	\$21,708	\$21,708	\$21,708	\$60,206	\$0
TOTALS-CHAPTER 8	(\$2,459)	(\$2,459)	\$21,708	\$21,708	\$21,708	\$60,206	\$0



Chapter 9

Food Services

CHAPTER 9. FOOD SERVICES

Culberson County-Allamore Independent School District (CCAISD) has one cafeteria and kitchen to serve 622 students in the district's three schools. The Food Services director reports to the superintendent and oversees a staff of six full-time employees and one part-time employee. Staff responsibilities include assistant manager, cook, bread maker, salad maker, dishwasher, cashier, and clerk. Staff receives safety and sanitation training annually and tenure ranges from two years to over 27 years of service within the district.

The food services staff serves breakfast and lunch daily to all three schools, serving 622 students. Breakfast is prepared for students to either eat in the cafeteria or have the breakfast-in-a-bag taken to class. All breakfasts and lunches are prepared with the same type of menu options to keep costs lower for the district.

The majority of survey respondents throughout the district agreed that cafeteria food looks and tastes good, is served at the right temperature, and the wait time is limited.

FINDINGS

- CCAISD does not use a staffing methodology to control labor costs for food services operations.
- CCAISD does not use a replacement plan to analyze food services-related equipment.
- CCAISD's practice of operating vending machines during the lunch period is not consistent with state requirements.
- CCAISD's Food Services Department lacks a plan in place to monitor or analyze excessive food costs.
- CCAISD does not adequately use point-of-sale system reports.
- CCAISD's cash deposit process is not in accordance with generally accepted accounting principles.
- CCAISD does not communicate and enforce its sick leave policy to food services staff and there are no emergency meal plan schedules.
- CCAISD lacks a process to monitor or evaluate the food services fund balance to ensure consistency with TEA's Financial Accountability System Resource Guide.

- CCAISD lacks a process to evaluate meal prices. Meals are not based on analysis of revenue and expenditures.
- CCAISD lacks a process to attain, analyze, and follow up with students on the quality of food services meals.

RECOMMENDATIONS

- **Recommendation 67: Develop cafeteria staffing methodology, and reduce labor costs to 40 percent of total revenue and continue to monitor until reaching the target range.** Benchmark levels of 21 meals per labor hour should be incorporated into a process to calculate Meals per Labor Hour (MPLH).
- **Recommendation 68: Produce a report of all kitchen equipment the district purchases.** The report will serve as an evaluation tool for a food services equipment plan. The report should include the product description, date of purchase, manufacturer, maintenance information, cost of acquisition, and estimated life of the asset.
- **Recommendation 69: Create and enforce a ban policy on competitive food sales to be consistent with state law.** The policy should specifically state to deactivate vending machines during lunch periods and enforce closed campus lunch periods to be consistent with state law.
- **Recommendation 70: Establish food costs as a percentage of projected revenue in the budget process.** The district should implement best practices levels as part of a plan to monitor food costs. The Business Office manager should provide monthly profit and loss statements to the Food Services director, which the director should review and take the necessary corrective actions to ensure that food costs remain at this best practice level.
- **Recommendation 71: Evaluate all reports available on the point-of-sale system and create a schedule for continually producing the reports.** After generating reports, the Food Services director should analyze each report to ensure that CCAISD is maintaining or increasing student participation and revenues while keeping costs low to create a positive fund balance.

- **Recommendation 72: Implement a cash deposit process according to generally accepted accounting principles.** The district can accomplish generally accepted accounting principles by having the Food Services director print the daily point-of-sale report printed, attach it to a deposit slip and then send it to the Business Office manager.
- **Recommendation 73: Provide information to food services staff regarding sick leave and create a process to have an emergency meal plan when more than one staff member is out sick.** The school district should provide information to food services staff regarding sick leave and have an emergency meal plan, when more than one person is out sick, using best practices.
- **Recommendation 74: Create a process to monitor and evaluate the fund balance according to TEA's recommended threshold of three months of operational costs.** The district should increase budgets and revenues until the fund balance reaches the three-month expenditures threshold, and to cover capital outlay purchases on an annual basis to cover three months of operational costs.
- **Recommendation 75: Evaluate meal prices annually, and adjust to the peer district average.** While raising meal prices is not popular among parents in any school district, it is a necessity to keep up with rising food costs.
- **Recommendation 76: Create food services student surveys, collect and store data in a network drive that is backed up by the school district.** The district should create student surveys and distribute them to students to gain insight on meals. Data the district

collects should include the types of food or meals students would most likely purchase. With the assistance of the district's computer technician, the district should compile the data into a database so it can use this information as a meal-planning tool. The technician could create data queries and the database would require minimal server space. The Food Services director should analyze the results and draft action plans to provide feedback to students by the end of the school year. The director should inform all families of any changes that were made based on the survey results, by providing this information in the new school year packets.

DETAILED FINDINGS

DISTRICT STAFF (REC. 67)

CCAISD does not use a staffing methodology to control labor costs for food services operations. MPLH measures the average number of full meals and meal equivalents served divided by the number of employee hours worked, which is one process to analyze the number of staff needed to prepare and serve meals for students and district staff. Currently, the school district does not calculate meals per labor hour to determine efficient staffing levels.

Exhibit 9-1 shows the MPLH analysis the review team created using the October 2004 data the district provided. According to the publication, *Controlling Costs for Food Services, Third Edition*, 21 meals per labor hour is the benchmark for using a conventional system to serve over 901 meals daily.

As shown in **Exhibit 9-1**, CCAISD is 14 hours below the industry benchmark for meals per labor hour.

Exhibit 9-2 shows the total labor costs, and revenue for CCAISD along with the peer districts and peer district average for 2004–05. This exhibit also shows the percentage of labor

**EXHIBIT 9-1
CCAISD MEALS PER LABOR HOUR ANALYSIS
MONTHLY PERIOD OF OCTOBER 2004**

TYPE OF MEAL SERVED	ACTUAL NUMBER OF MEALS SERVED	STAFF HOURS BUDGETED	MEALS PER LABOR HOUR (MPLH)	INDUSTRY BENCHMARK ON MEALS PER LABOR HOUR	MEALS PER LABOR HOUR ABOVE/(BELOW) BENCHMARK LEVEL
Full-Priced	1,071	N/A	N/A	N/A	N/A
Reduced-Price	299	N/A	N/A	N/A	N/A
Free	8,024	N/A	N/A	N/A	N/A
TOTAL	9,394	1,260	7	21	(14)

SOURCES: Texas Department of Agriculture Report, 2005; CCAISD Food Services Department, 2005; Costs Control for School Food Services, 3rd Edition, 2000.

**EXHIBIT 9-2
TOTAL LABOR COSTS AND REVENUE FOR CCAISD AND PEER DISTRICTS
2004-05**

DISTRICT	TOTAL REVENUE	TOTAL LABOR COSTS	PERCENTAGE OF LABOR COSTS TO REVENUE
CCAISD	\$330,324	\$165,060	50.0%
Bovina ISD	3,253,731	96,093	3.0%
Fort Hancock ISD	5,785,669	138,415	2.4%
Marfa ISD	3,629,299	104,634	2.9%
San Perlita ISD	156,221	72,363	46.3%
PEER DISTRICT AVERAGE	\$3,206,230	\$102,876	3.21%

SOURCE: Individual School District Food Services Managers, 2005.

costs to revenue, which is a 50 percent cost. CCAISD is below the peer district average for revenue while above the peer district average for total labor costs. CCAISD does not use this calculation when preparing the budget.

If CCAISD continues to have high MPLH and labor costs, it could affect the fund balance or force the district to cover the excess in expenditures with general operating revenue, especially since the food services fund balance has been in a deficit position for at least two years per documentation available. In 2002-03 the food services expenditures fund exceeded the revenues by \$21,844 and in 2003-04 that difference increased to \$43,634. The general fund supplemented the food services fund for each of these years.

Furthermore, these high costs can also lead to ineffective business decisions related to food services operations.

CCAISD should develop cafeteria staffing methodology, and reduce labor costs to 40 percent of total revenue and continue to monitor until reaching the target range. The implementation of this recommendation should create more efficient staffing levels for the district.

Benchmark levels should be incorporated into a process to calculate MPLH. The district should also calculate the cost of labor by total revenue during the budget process to determine efficient staffing levels. This process should provide a method to staff food services operations according to best practices among school districts throughout the country, as shown in **Exhibit 9-1**.

The fiscal impact of reducing labor costs to 40 percent from their current rate of 50 percent is \$15,334 annually based on 14 hours times the average wage of \$5.83 per hour (\$5.83 X 14 hours)= \$82. Then \$82 per day times 187 days equals

\$15,334. The estimate assumes that food services workers average six hours of labor daily.

EQUIPMENT REPLACEMENT PLAN (REC. 68)

CCAISD does not use a replacement plan to analyze food services-related equipment. According to staff, which has been with the district for an average of over 15 years, they could not recall equipment needs assessment or a budget for replacement purposes. Documentation of any such plan was not available from Food services staff or the district’s Business Office.

The district replaced one stove two years ago. Currently, three out of the six ovens in the kitchen are inoperable, and staff did not know of any plans to replace these ovens, which is the only equipment needing replacement according to staff. Not having all the stoves operable can slow meal preparation down and possibly lower student meal participation, which results in lower reimbursements. Documentation on food services-related assets was not available from the Food services director or the district’s business manager.

By not having an equipment replacement policy for food services, the district could incur additional costs because it may be necessary to replace some equipment immediately, which may reduce time to conduct a bid process for the best price possible.

The United States Department of Agriculture’s (USDA) has a document called the Project Planning. The Project Planning document provides a thorough program profile tool designed to ensure that equipment purchasing decisions are in the best interest of the food services program in the school district. This document further states that districts should formulate decision-making pathways based on the need to replace equipment.

The Business Office manager should produce a report of all kitchen equipment the district purchases. The report, which will be an evaluation tool for a food services equipment plan, should include the product description, date of purchase, manufacturer, maintenance information, cost of acquisition, and estimated life of the asset. The Food Services director should update this report for each new purchase and keep a copy of it. The Food Services director should meet with the superintendent to evaluate the report on an annual basis to determine and plan if the district will need new equipment during the next budget year. The district should coordinate the above steps to create a plan as indicated in the USDA's planning document.

The Food Services Department lacks a budget for capital expenditures for the equipment in the one kitchen and cafeteria serving all three schools. A comprehensive equipment replacement plan will help to reduce or eliminate downtime for older equipment. This more efficient practice will alert the district of equipment that it will need to schedule for replacement and will reduce its reliance on maintenance staff and emergency repairs. A cost plan should then be provided, based on recently purchased equipment to the school board for future budget needs.

STUDENT PARTICIPATION RATES (REC. 69)

CCAISD's practice of operating vending machines during the lunch period is not consistent with state requirements. Vending machines are in operation throughout the schools and although staff indicated that students are not allowed to use them during lunch, however, the review team observed students using them. Students are also allowed to sell food for fundraisers. Furthermore, the high school has an open campus for lunch and students are allowed to go off campus to eat. While the district reports a 73 percent breakfast participation rate and a 77 percent lunch participation rate for October 2004, these practices provide a competition for the cafeteria and generally lead to lower student participation rates, thus lower federal reimbursements for the school district.

If the district continues this practice, student participation rates could drop, which can also attribute to low student participation rates and subsequent federal meal reimbursements. Competitive sales are a known reason throughout the education system for lowering participation rates in school districts. For this reason, the USDA created the competitive food rule.

The Friendswood ISD (FISD) prohibited competitive food sales including, but not limited to, the sale of donuts, pizza, or candy during school hours, including vending machines, to increase student participation rates. These practices also closely align themselves with the USDA's competitive food instruction that states:

State agencies and school food authorities shall establish such rules or regulations as are necessary to control the sale of foods in competition with lunches served under the Program. Such rules or regulations shall prohibit the sale of foods of minimal nutritional value, as listed in the Appendix, in the food services areas during the lunch periods. The sale of other competitive foods may, at the discretion of the State agency and school food authority, be allowed in the food services area during the lunch period only if all income from the sale of such foods accrues to the benefit of the nonprofit school food services or the school or student organizations approved by the school. State agencies and school food authorities may impose additional restrictions on the sale of and income from all foods sold at any time throughout schools participating in the Program.

CCAISD should create and enforce a ban policy on competitive food sales to be consistent with state law. This policy would increase student participation rates for increased federal reimbursement funds. The policy should specifically state to deactivate vending machines during lunch periods and enforce closed-campus lunch periods.

The district can implement this recommendation with existing resources and should provide more accurate reporting and increase student participation and revenue for CCAISD. If only 25 more students or 4 percent, ate a reimbursable lunch each day at \$1.25, an additional \$5,625 per year should be realized (25 more students x \$1.25 per lunch = \$31.25 x 180 days = \$5,625).

FOOD COSTS (REC. 70)

CCAISD's Food Services Department lacks a plan in place to monitor or analyze excessive food costs. According to staff in the Business Office and Food Services department, a method or plan is not available to monitor and analyze food costs. Menu development does not consider food costs. **Exhibit 9-3** shows the revenue and expenditures for food product costs for the past two school years. These figures

**EXHIBIT 9-3
CCAISD FOOD SERVICES FOOD PRODUCT COST ANALYSIS
2003-04 THROUGH 2004-05**

2003-04				2004-05			
TOTAL REVENUE	TOTAL FOOD PRODUCT COSTS	PERCENTAGE OF FOOD PRODUCT COSTS TO TOTAL REVENUE	FOOD COSTS ABOVE BEST PRACTICE LEVEL	TOTAL REVENUE	TOTAL FOOD PRODUCT COSTS	PERCENTAGE OF FOOD PRODUCT COSTS TO TOTAL REVENUE	FOOD COSTS ABOVE BEST PRACTICE LEVEL
\$349,236	\$145,034	41.5%	\$19,309	\$330,324	\$178,915	54.2%	\$59,998

SOURCES: CCAISD Business Office Reports, 2005; MGT of America Analysis.

only include the cost of food products not labor, maintenance, or other services.

As this exhibit shows, for both years, the school district spent above the best practice level, according to School Business Insider of 36 percent for food costs when compared to total food services revenue. Over \$19,000 was spent in 2003-04 and nearly \$60,000 in 2004-05 above best practice levels.

If the school district continues not to evaluate and analyze food costs, additional funding will be necessary to cover the overage in expenditures for food services operations. This situation will force the district to use general funds to cover food services costs, which takes money out of the classroom.

Best practices levels, according to School Business Insider, should be implemented as part of a plan to monitor food costs in the school district. These best practices are to keep food costs at or below 36 percent of the revenue generated from food services operations.

The Business Office manager and the Food Services director should establish food costs as a percentage of projected revenue in the budget process. The Business Office manager should provide a monthly profit and loss statements to the Food Services director, which the director should review and take the necessary corrective actions to ensure that food costs remain at this best practice level.

This recommendation can be implemented with existing resources and should save the district approximately \$39,654 per year based on the average overage of best practice levels during the two past school years or the average of \$79,307 rounded ($\$19,309 + \$59,998 = \$79,307$ divided by $2 = \$39,654$ per year).

POINT-OF-SALE SYSTEM REPORTS (REC. 71)

CCAISD does not adequately use point-of-sale system reports. The Meal Tracker reporting software is used for the

school district’s point-of-sale system, which has a variety of ready-to-use reports; however, CCAISD only uses a limited number of reports that are available with the system. The student participation column is blank and the district continues to calculate the percentage manually. Other reports the district does not use to evaluate and analyze food services operations include cash reports on a daily basis, account reports on student and staff activity, history reports for trend analyses, and monthly worksheets.

As a result, the district is not effectively analyzing food services operations, which can lead to ineffective business decisions related to food services operations.

The Bellingham School District in Washington uses point-of-sale reports to identify issues clearly or address concerns that will maintain or increase food services profitability. The Food Services director prints and analyzes reports from the point-of-sale system to see if costs are rising or participation rates are dropping. The director then creates and implements a corrective action plan to improve any negative trends.

CCAISD should evaluate all reports available on the point-of-sale system and create a schedule for continually producing the reports. After generating reports, the Food Services director should analyze each report to ensure that CCAISD is maintaining or increasing student participation and revenues while keeping costs low to create a positive fund balance.

CASH DEPOSIT PROCESS (REC. 72)

CCAISD’s cash deposit process is not in accordance with generally accepted accounting principles. Currently, the Food Services director counts cash received on a daily basis and takes the money to the Business Office manager. The Business Office manager completes a deposit slip and deposits the money in the bank. The Food Services director has a daily report to calculate the number of meals sold by meal and

payment type. However, the Food Services director does not complete the reconciliements between the point-of-sale system reports and bank deposits.

This lack of control for cash processing presents potential financial risks for CCAISD. Without proper controls, there is a risk of theft or embezzlement.

Isle of Wight County Schools in Virginia has a process requiring two employees to count and initial cash totals by each cafeteria. The cafeteria manager counts the cash and reconciles to the point-of-sale report, then initials the amount of cash received on the report. A copy of the report and cash are taken to the school bookkeeper who also counts the cash and initials the report. These activities are considered a best practice process that is in line with generally accepted accounting principals.

The district should implement a cash deposit process according to generally accepted accounting principles. These principles require two signatures affirming the amount of any cash transactions. Generally accepted accounting principles should be implemented to ensure dual control over all cash transactions. The district can accomplish this process by having the Food Services director print the daily point-of-sale report, attach it to a deposit slip, and then send it to the Business Office manager. The point-of-sale report should balance to the cash deposit of the day and two employees should count the money, ensure cash is balanced to the report on a daily basis, and initial the deposit slips. District administration should then verify that the report is attached, balances to the deposit slip, and that two employees initial the deposit slip. All discrepancies should be reported in writing to the Food Services director. If discrepancies with the process occur on a routine basis, the superintendent should also be notified to investigate the matter. The district should implement this recommendation immediately because there are risks associated with cash deposits and the collection of cash at the school cafeteria.

SICK LEAVE POLICY (REC. 73)

CCAISD does not communicate and enforce its sick leave policy to food services staff and there are no emergency meal plan schedules. Staff states that they are expected to work even when they are ill; the district did not establish a sick pool. In addition, the district lacks an emergency meal service plan when staff absences occur.

The district's sick leave policy states:

Previously accumulated state sick leave is available for use and may be transferred to other school

districts in Texas. Sick leave can be used only in half or full-day increments except when coordinated with family and medical leave taken on an intermittent or reduced-scheduled basis or when coordinated with workers' compensation benefits.

If an employee uses more sick leave than he or she has earned, the cost of unearned sick leave will be deducted from the employee's next paycheck.

Sick leave may be used for the following reasons only:

- Employee illness
- Illness in the employee's immediate family
- Family emergency (i.e., natural disasters or life-threatening situations)
- Death in the immediate family
- Active military service

Sick leave is a necessity in any business, especially food services operations within a school district. Not allowing staff to make use of their sick time allows germs to spread among coworkers and students especially when staff is preparing the food.

The Bozeman School District in Montana (BSD) developed a list of substitutes to help when someone is absent. The BSD has a list of all substitutes who have applied with the district so that calling is made easier for managers when someone is out sick.

The school district should provide information to food services staff regarding sick leave and create a process to have an emergency meal plan, when more than one person is out sick. This practice will provide a more consistent delivery in food services operations to students and prevent the spreading of unnecessary illness.

FOOD SERVICES FUND BALANCES (REC. 74)

CCAISD lacks a process to monitor or evaluate the food services fund balance to ensure consistency with TEA's Financial Accountability System Resource Guide. According to the school district's audited financial statements, the balance in the fund has been at a deficit for 2002–03, (balance was \$2,571) and (\$14,936 for 2003–04). These negative balances are due to food services expenditures exceeding the revenue, high food costs, and lower meals per labor hour than benchmarks and best practices, as described in this chapter.

If this cycle of inadequate fund balances continues, the general fund balance will likely drop substantially to cover the escalating expenses for food services operations in the school district.

According to Section 1.3.2.4 of TEA’s Financial Accountability System Resource Guide, the fund balance for the food services program should equal three months of operating expenditures. Fund balances must be used exclusively for allowable child nutrition program purposes such as making major equipment purchases for new or existing kitchen facilities. The three-month maximum requirement is the result of a provision of the National School Lunch Program Act that requires participating schools to operate a non-profit food services program. Schools that exceed the threshold have the option to reduce the balance by increasing the quality of meals, reducing meal prices or purchasing and maintaining adequate and necessary supplies, services and equipment used in storing, preparing or serving meals to children. Schools that do not comply with this requirement may not be eligible to participate in the National School Lunch Program.

When school systems run at a loss, expenses must be covered by the general fund, which can take dollars away from classroom instruction. For CCAISD to gain a best practice in this area, budgets should be complete and revenues should exceed expenditures only until the fund balances reaches the three months worth of expenditures. Three months of expenditures for CCAISD is equivalent to \$104,633 (\$348,776 expenditures divided by 10 months = \$34,878 X 3 months) based on the expenditures data provided by the district.

The district should create a process to monitor and evaluate the fund balance according to TEA’s recommended threshold of three months of operational costs. The district should increase budgets and revenues until the fund balance reaches the three-month expenditures threshold, and to cover capital outlay purchases on an annual basis to cover three months of operational costs.

MEAL PRICES (REC. 75)

CCAISD lacks a process to evaluate meal prices. Meals are not priced based on analysis of revenues and expenditures.

CCAISD does not evaluate meal prices among peer districts to ensure that students are charged appropriately. The district could not provide documentation to show the last time it conducted any type of meal cost analysis.

Exhibit 9-4 shows a comparison of meal prices charged by school level for CCAISD and peer districts. This exhibit shows that CCAISD is \$0.35 below the peer comparison average for every full-paid breakfast served to elementary, junior, and high school students, though the school district does pay for all student breakfasts.

Exhibit 9-5 further shows that CCAISD is also below the peer comparison average by \$0.13 for each elementary lunch and \$0.22 for each junior high and high school student lunch for full-paid meals served. For reduced-priced meals, CCAISD was at the peer school comparison average.

Without a plan in place to monitor meal prices, CCAISD will continue to fall behind in the average price per meal charged to students. While raising meal prices is not popular

**EXHIBIT 9-4
COMPARISON OF BREAKFAST MEAL COSTS BY SCHOOL LEVEL FOR CCAISD AND PEER DISTRICTS
2005 SCHOOL YEAR**

DISTRICT	ELEMENTARY STUDENT BREAKFAST	MIDDLE SCHOOL STUDENT BREAKFAST	HIGH SCHOOL STUDENT BREAKFAST	ELEMENTARY STUDENT REDUCED BREAKFAST	MIDDLE SCHOOL STUDENT REDUCED BREAKFAST	HIGH SCHOOL STUDENT REDUCED BREAKFAST
CCAISD	\$0.40	\$0.40	\$0.40	\$0.30	\$0.30	\$0.30
Bovina ISD	\$0.50	\$0.50	\$0.50	\$0.30	\$0.30	\$0.30
Fort Hancock ISD	\$1.00	\$1.00	\$1.00	\$0.00 ¹	\$0.00 ¹	\$0.00 ¹
Marfa ISD	\$0.75	\$0.75	\$0.75	\$0.30	\$0.30	\$0.30
San Perlita ISD	\$0.00 ²	\$0.00 ²	\$0.00 ²	\$0.00 ²	\$0.00 ²	\$0.00 ²
PEER DISTRICT AVERAGE*	\$0.75	\$0.75	\$0.75	\$0.30	\$0.30	\$0.30

¹ No reduced prices. Everyone receives free lunches and anyone who pays is \$1.00 for breakfast and \$2.00 for lunch.

² Provision 2. Do not sell anything.

*Excluded in district average.

SOURCE: Individual School Districts, 2005.

**EXHIBIT 9-5
COMPARISON OF LUNCH MEAL COSTS BY SCHOOL LEVEL FOR CCAISD AND PEER DISTRICTS
2005 SCHOOL YEAR**

DISTRICT	ELEMENTARY STUDENT LUNCH	MIDDLE SCHOOL STUDENT LUNCH	HIGH SCHOOL STUDENT LUNCH	ELEMENTARY STUDENT REDUCED LUNCH	MIDDLE SCHOOL STUDENT REDUCED LUNCH	HIGH SCHOOL STUDENT REDUCED LUNCH
CCAISD	\$1.25	\$1.25	\$1.25	\$0.40	\$0.40	\$0.40
Bovina ISD	\$0.90	\$0.90	\$0.90	\$0.40	\$0.40	\$0.40
Fort Hancock ISD	\$2.00	\$2.00	\$2.00	\$0.00 ¹	\$0.00 ¹	\$0.00 ¹
Marfa ISD	\$1.25	\$1.50	\$1.50	\$0.40	\$0.40	\$0.40
San Perlita ISD	\$0.00 ²	\$0.00 ²	\$0.00 ²	\$0.00 ²	\$0.00 ²	\$0.00 ²
PEER DISTRICT AVERAGE*	\$1.38	\$1.47	\$1.47	\$0.40	\$0.40	\$0.40

¹ No reduced prices. Everyone receives free lunches and anyone who pays is \$1.00 for breakfast and \$2.00 for lunch.

² Provision 2. Do not sell anything.

*Excluded in district average.

SOURCE: Individual School Districts, 2005.

among parents in any school district, it is a necessity to keep up with rising food costs.

Selah School District in Washington reviews meal prices charged to those in peer districts to ensure that they are within the average. This practice assists school districts with keeping current on meal prices.

CCAISD should evaluate meal prices annually, and adjust to the peer district average. By doing so, the district could increase annual revenue by \$480 for lunch based on the number of elementary lunches sold at full price in October 2005 (368 x \$0.13 = 48 rounded x 10 months = \$480) and \$1180 based on the number of junior high and high school lunches sold at full price during the same period (438 junior high school lunches + 98 high school lunches = 536 x \$0.22 = \$118 rounded x 10 months = \$1180) for a total of \$1,660.

SURVEY DATA (REC. 76)

CCAISD lacks a process to attain, analyze, and follow-up with students on the quality of food services meals. During the onsite visit, the review team asked students about the meals CCAISD provides. At the elementary level, students were consistently happy with the food choices; however, students in the junior high and high school were less enthusiastic. Furthermore, none of the students indicated that anyone had previously requested their input or opinion regarding cafeteria meals.

As a result, participation rates may suffer, which means lost local, state, and federal revenue for the school district.

Student surveys for the Food Services Department are a best practice per the National food services Management Institute and the Duval County School District in Florida uses this practice.

CCAISD should create food services student surveys, collect and store data in a network drive that is backed up by the school district.

Data the district collects should include the types of food or meals students would most likely purchase. With the assistance of the district’s computer technician, the district should compile the data into a database so it can use this information as a meal-planning tool. The technician could create data queries and the database would require minimal server space. The Food Services director should analyze the results and draft action plans to provide feedback to students by the end of the school year. The director should inform all families of any changes that were made based on the survey results, by providing this information in the new school year packets.

For background information on Food Services, see p. 153 in the General Information section of the appendices.

FISCAL IMPACT

RECOMMENDATIONS	2006-07	2007-08	2008-09	2009-10	2010-11	TOTAL 5-YEAR (COSTS) SAVINGS	ONE-TIME (COSTS) SAVINGS
CHAPTER 9: FOOD SERVICES							
67. Develop cafeteria staffing methodology, and reduce labor costs to 40 percent of total revenue and continue to monitor until reaching the target range.	\$15,334	\$15,334	\$15,334	\$15,334	\$15,334	\$76,670	\$0
68. Produce a report of all kitchen equipment the district purchases.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
69. Create and enforce a ban policy on competitive food sales to be consistent with state law.	\$5,625	\$5,625	\$5,625	\$5,625	\$5,625	\$28,125	\$0
70. Establish food costs as a percentage of projected revenue in the budget process.	\$39,654	\$39,654	\$39,654	\$39,654	\$39,654	\$198,270	\$0
71. Evaluate all reports available on the point-of-sale system and create a schedule for continually producing the reports.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
72. Implement a cash deposit process according to generally accepted accounting principles.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
73. Provide information to food services staff regarding sick leave and create a process to have an emergency meal plan when more than one staff member is out sick.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
74. Create a process to monitor and evaluate the fund balance according to TEA's recommended threshold of three months of operational costs.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
75. Evaluate meal prices annually and adjust to the peer district average.	\$1,660	\$1,660	\$1,660	\$1,660	\$1,660	\$8,300	\$0
76. Create food services student surveys, collect and store data in a network drive that is backed up by the school district.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
TOTALS-CHAPTER 9	\$62,273	\$62,273	\$62,273	\$62,273	\$62,273	\$311,365	\$0



Chapter 10

Transportation

CHAPTER 10. TRANSPORTATION

Culberson County is in the Texas Panhandle about 88 miles from the Mexican border and 110 miles southeast of El Paso, and is the fifth-largest county in the state of Texas encompassing 3,812 square miles. Culberson County-Allamoore Independent School District (CCAISD) also includes neighboring Allamoore County, combined they contain 4,891 square miles of territory. Geographically, the school district is more than three times larger than Rhode Island. The three schools in the county, Van Horn High School, Van Horn Junior High, and Eagle Elementary, are all in Van Horn, the only town in the county. Areas outside of Van Horn are sparsely populated.

CCAISD offers all students transportation to school by using six buses that serve six separate routes. The longest route to Kent is 74.6 miles round trip each day with a second route similarly long. All routes pick up all grade levels of students and deliver them to their respective schools. While the district has special needs equipped buses, no students required this service for 2005–06. Student transportation routes are developed manually and reviewed as students enter or withdraw from the district as bus riders. The district does not use electronic routing.

The sparse population of Culberson County and the long distances to adjoining district schools, more than 60 miles, creates significant student transportation issues for extracurricular and athletic activity engagements with other schools. The transporting of employees to distant training opportunities typically hosted by Regional Education Service Center XVIII (Region 18) also presents itself as a challenge for the district. As a consequence, the district maintains, in addition to six regular route buses and two handicapped vehicles, a fleet of three spare buses, four designated activity buses and eight vans and automobiles.

The Van Horn High School principal trains the bus drivers through Region 18. Fully certified to train, the principal's qualifications and documentation are on file with the district.

FINDINGS

- CCAISD lacks a process to maintain complete vehicle and bus inventory records.
- The district lacks a school bus or vehicle replacement policy or plan.

- The district lacks procedures that secure bus keys to the district's buses during the school day.
- CCAISD lacks a spare bus policy and is maintaining more spare buses than it needs.
- While CCAISD transportation personnel occasionally borrow vehicles and equipment and share services with the City of Van Horn and Culberson County governments, no agreement or memorandum of understanding exists between all parties.

RECOMMENDATIONS

- **Recommendation 77: Regularly update records to reflect actual vehicle inventory and mileage accumulation.** The director of Facilities and Transportation should request a district office clerk to create a revised vehicle inventory list. This list should be in a format compatible with the current data and have two additional columns for current mileage and comments. The director should then verify that all information is correct and current by inspecting the vehicles. In summer 2006, the director should ensure that the actual miles for each vehicle are updated in the spreadsheet. In addition, when the district adds or removes vehicles from the fleet, the district office clerk should also update the existing vehicle inventory list.
- **Recommendation 78: Amend current policies that direct the staff to develop a vehicle replacement plan that includes specific criteria.** The board should amend current policies that direct the staff to develop a vehicle replacement plan that includes specific criteria. The superintendent should develop the criteria and make those recommendations to the Board to include in the district's current policies. The Board should then approve amendments to current policy.
- **Recommendation 79: Develop procedures that require removing all ignition keys from the buses and other vehicles.** The district should designate a location in the office of the maintenance/transportation building to drop off and retrieve bus keys as needed. This procedure could be implemented at a minimum cost to the district by placing a key drop box near the door to the maintenance/transportation office and

providing drivers with access to the box for retrieving keys as needed.

- **Recommendation 80: Develop a spare bus policy and plan.** The policy should be based on factors including the actual demand for student activities and athletics transportation, regular daily student transportation routing requirements, and mileage. Given the current mileage situation for regular buses, one spare bus for each regular route plus one additional spare for covering buses/vans assigned activities is an adequate number.
- **Recommendation 81: Develop a shared service/ vehicle and equipment agreement or Memorandum of Understanding (MOU).** The joint use of equipment and services is a commendable activity that can save the taxpayers dollars and improves the efficiency of employees. The district should ensure however, questions regarding the potential liability for the participation entities should an accident occur and/or injuries be sustained be addressed in the MOU.

DETAILED FINDINGS

VEHICLE AND BUS INVENTORY RECORDS (REC. 77)

CCAISD lacks a process to maintain complete vehicle and bus inventory records. The director of Facilities and Transportation did not update the current inventory list of the district’s buses and vehicles and their original cost and current condition.

The district’s vehicle and bus inventory records show that the district owns 31 vehicles (buses, cars and vans). However, the review team’s inspection of the district’s fleet inventory reveals that the inventory report still lists one bus (HIS 1989) one van (1990 Ford), and one truck (1975 flatbed Ford truck) that were auctioned off and are no longer owned by the district. Furthermore, three new buses and a 2004 Chevrolet truck are not on the inventory list as well. In addition, no

information was on file to provide the total mileage for each vehicle or their condition.

Incomplete vehicle records make it difficult and time consuming to anticipate spare parts needs, establish replacement schedules, determine when to adjust vehicle inventory, ensure proper insurance coverage, and eliminate or reduce employee time when reconciling records with actual inventory.

Many transportation departments use inventory control record sheets to ensure they have the most current information regarding their fleets. **Exhibit 10-1** shows a sample used by these districts.

CCAISD should regularly update records to reflect actual vehicle inventory and mileage accumulation. The director of Facilities and Transportation should perform this process at no additional cost to the district. The director of Facilities and Transportation should request a district office clerk to create a revised vehicle inventory list. This list should be in a format compatible with the current data and have two additional columns for current mileage and comments. The director should then verify that all information is correct and current by inspecting the vehicles. In summer 2006, the director should ensure that the actual miles for each vehicle are updated in the spreadsheet. In addition, when the district adds or removes vehicles from the fleet, the district office clerk should also update the existing vehicle inventory list.

VEHICLE REPLACEMENT POLICY (REC. 78)

The district lacks a school bus or vehicle replacement policy or plan.

The CCAISD Board has adopted the Texas Association of School Boards (TASB) prototype transportation management policies, CNA and CNB, which provide the necessary authorization for the purchase or lease of vehicles, but the policy does not address a replacement schedule or require the development of a plan.

**EXHIBIT 10-1
SAMPLE VEHICLE INVENTORY CONTROL RECORD**

VEHICLE UNIT NUMBER	YEAR	MAKE	MODEL	CAPACITY	VIN NUMBER	COST NEW	MILEAGE	COMMENTS
B-1	1990	Ford	Bus	18	6943	20,000	200,000	Remove from inventory

SOURCE: Created by MGT of America, Inc., 2006.

The review team visually inspected the district’s vehicles and found that 17 vehicles have in excess of 100,000 miles and 10 vehicles are 15 years or older. At least one bus was inoperable. In addition, the district owns a 1996 Mercury Sable automobile personnel occasionally use to attend training sessions at Region 18 offices, more than 100 miles from the district. The vehicle’s odometer shows 173,467 miles and the district has no record to determine the feasibility of maintaining ownership.

The district’s 1990, 18-passenger special needs bus is not used because of its age and condition. The district relies on its 2001, 15-passenger special needs bus to transport special need students. However, at the time of the onsite review, no students required special needs transportation. Four buses and four other vehicles are also older than 15 years and show mileage readings from 45,872 miles (special needs bus) to 167,881 miles (GMC Suburban).

Personnel interviewed report that the district simply replaces vehicles when they are too old or the cost is greater than the worth of the vehicle. The administration and board give approval for the new vehicle purchases or the sale of old inventory. However, the district lacks written criteria to determine when this needs to occur. Instead, the district relies on the judgments of staff.

The lack of a criteria-based vehicle replacement policy results in an informal process with no systematic guidelines for budgeting necessary funds and ensuring the provision of usable and cost-effective vehicles.

Many districts rely on the National Association of State Directors of Pupil Transportation Services (NASDPTS) for a detailed discussion of school bus and vehicle replacement considerations. The association recommends the following considerations be taken when replacing vehicles:

- available funding;
- meeting safety standards; and
- operating and maintenance expenses—cost/benefits analysis.

In addition a January 2000 study of life cycle costs indicates that 15 years should be adopted as a replacement benchmark. The exclusive use of accumulated mileage is not recommended as primary criteria unless mileage exceeds 250,000.

The NASDPTS provides a detailed discussion of school bus and vehicle replacement considerations. Information is

available on their website at: www.nasdpts.org/paperBusReplacment. In summary, NASDPTS recommends the following considerations: Available funding; meeting safety standards; operating and maintenance expenses - cost/benefits analysis; and a 15-year replacement benchmark. The exclusive use of accumulated mileage is not recommended as primary criteria unless mileage exceeds 250,000.

The board should amend current policies to direct the staff to develop a vehicle replacement plan that includes specific criteria. The superintendent should develop the criteria and make those recommendations to the Board to ensure the district’s vehicle replacement policies are current. The Board should then approve amendments to current policy.

The district could be implement this recommendation at no cost and could realize some savings by eliminating unneeded inventory and the associated vehicle insurance costs.

VEHICLE KEY ACCESS (REC. 79)

The district lacks procedures that secure bus keys to the district’s buses during the school day.

During onsite work, the review team observed that all buses had keys in their ignitions during the daytime. District bus drivers leave keys in the unlocked buses to make access convenient for the drivers on each route and to facilitate moving buses for maintenance purposes. All six regular route buses were lined up outside the fenced vehicle compound and adjacent to the maintenance/transportation building within easy access to students in the contiguous school building or to any persons who might trespass.

Additionally, board policy CLA, Buildings, Grounds, and Equipment Management, contains provisions governing equipment management and requires the development and implementation of procedures to safeguard all buildings and property, including key controls.

Most school districts seek to reduce risk to property by locking vehicles and securing keys when vehicles are not in use, reducing the risk of theft or vandalism.

The district should develop procedures that require removing all ignition keys from the buses and other vehicles.

The district should designate a location in the office of the maintenance/transportation building to drop off and retrieve bus keys as needed. The district could be implement this procedure for a minimal cost by placing a key drop box near the door to the maintenance/transportation office and

providing drivers with access to the box for retrieving keys as needed. The cost of a locked box is about \$150 based on listings in national office supply catalogs and catalogs available at locksmith offices or shops.

SPARE BUS POLICY (REC. 80)

CCAISD lacks a spare bus policy and is maintaining more spare buses than it needs.

CCAISD has a total of 15 buses and four vans for transporting students. Six buses are assigned to regular daily route use, one special needs bus is in an unusable condition, and five buses and the vans are available for student activity related transportation. Due to the long distances from Van Horn to other schools, more than 80 miles one-way, the availability of spare buses and vans in good operating condition is critical. The facilities/transportation director reports that, due to interscholastic activities requiring long distance travel, an above normal number of spare buses and vans are required; however, CCAISD has no spare bus and van policy to guide the administration in determining an appropriate inventory level. **Exhibit 10-2**, Student Transportation Bus and Vehicle

Inventory Report, shows the buses and vans the district owns with year, make, use, and December 2005 mileage.

Continuation of the current practice of no spare bus policy results in added expenditures to the district for maintaining unneeded buses and further depreciation in value of those vehicles until their sale.

The district should develop a spare bus policy and plan. The policy and plan should also be based on the actual demand for student activity and athletics transportation, regular daily student transportation routing requirements, and mileage. Considering the current mileage demands for regular buses, one spare bus for each regular route plus one additional spare for covering buses/vans assigned activities is an adequate number. This estimate is based on extensive research and reviews conducted by Warren Enterprises, LLC of Burke, Virginia. According to this formula, the district would require six spares for regular routing and availability for all activity runs plus one additional spare for a total bus fleet of 13. The two excess buses could be sold for an estimated \$1,000 each based on current value for obsolete equipment as stated by

**EXHIBIT 10-2
STUDENT TRANSPORTATION BUS AND VEHICLE INVENTORY REPORT
DECEMBER 2005**

YEAR	MAKE	USE	TOTAL MILEAGE AS OF DECEMBER 2005
1989	Blue Bird	Regular route	126,287
1989	Blue Bird	Regular route	131,016
1990	Blue Bird	Regular route	141,119
1994	Chevrolet	Regular route	126,970
2002	Chevrolet	Regular route	38,373
2002	Chevrolet	Regular route	48,690
1990	Ford	Special needs	45,873
2001	Ford	Special needs	1,475
1988	IHS	Activity	118,171
1995	Blue Bird	Activity	71,976
1999	Blue Bird	Activity	77,894
2006	Blue Bird	Activity	8,867
1996	Thomas	Spare	15,860
1998	Blue Bird	Spare	65,872
2001	Blue Bird	Spare	45,718
1994	Van	Multi	126,970
1997	Windstar	Multi	113,076
2002	Van	Multi	40,822
2002	Van	Multi	34,558

SOURCE: Office of the Superintendent information and vehicle data inspection, December 2005.

Warren Enterprises, LLC of Burke, Virginia with funds reserved for future vehicle replacement. Of the four vans, two have in excess of 110,000 miles and need to be maintained in inventory but not replaced until they reach a replacement age of 15 years.

The district could implement this recommendation at no additional cost and could realize a small one-time cash receipt from the sale. However, to be conservative, the review team did not base any fiscal savings on the sale of spare buses due to variations in sale proceeds based on vehicle conditions, mileage and demands.

SHARED VEHICLES AND EQUIPMENT (REC. 81)

While CCAISD transportation personnel occasionally borrow vehicles and equipment and share services with the City of Van Horn and Culberson County governments, no agreement or memorandum of understanding exists between all parties.

CCAISD personnel report that cooperation among the district, city, and county officials and personnel is excellent and that frequently they share equipment and other resources as a need arises. Occasionally, the district borrows large trucks to move materials and equipment that by the district's pickup trucks cannot handle. In addition, during the on-site review a water main broke and required emergency repairs and the district worked collaboratively with the city of Van Horn to repair the water break. The joint use of equipment and services is a commendable activity that can save the taxpayers dollars and improves the efficiency of employees; however, questions regarding the potential liability for the participating entities comes into play, should an accident occur and/or injuries be sustained.

Many districts use an organized effort to create a shared services/equipment agreement or memorandum of understanding among all entities. A shared services/equipment agreement or memorandum of understanding often involves the sharing of services or equipment in the following areas:

- technology applications;
- records management;
- training related to transportation;
- surplus vehicles/storage/disposal;

- vehicle maintenance; and
- purchasing/procurement of transportation-related materials.

In addition, such shared services/equipment agreement or memorandum of understanding should address the following considerations:

- legal considerations including liability should accidents, injury, or equipment failures occur;
- protocol for the review of potential shared services/equipment including team member selection, requirements to identify all pros and cons (factors supporting and constraining factors), and process for resolving conflict;
- development of a realistic plan of action with thoroughly developed procedures for implementation and management of shared services;
- process for resolving disputes that may arise during the implementation of a shared service and during the term of its existence by an outside neutral party;
- requirements for evaluation of those shared services that are developed including time-lines and benchmarks for assessment; and
- other considerations as deemed necessary.

The district should develop a shared service/vehicle and equipment agreement or Memorandum of Understanding (MOU). The joint use of equipment and services is a commendable activity that can save the taxpayers dollars and improves the efficiency of employees. The district should ensure however, questions regarding the potential liability for the participation entities should an accident occur and/or injuries be sustained be addressed in the MOU.

This recommendation could be implemented at no additional cost to any of the governmental agencies and could result in reducing current liability should an accident or injury occur. Additionally, this action could result in further increasing efficiencies in services.

For background information on Transportation, see p. 154 in the General Information section of the appendices.

FISCAL IMPACT

RECOMMENDATIONS	2006-07	2007-08	2008-09	2009-10	2010-11	TOTAL 5-YEAR (COSTS) SAVINGS	ONE-TIME (COSTS) SAVINGS
CHAPTER 10: TRANSPORTATION							
77. Regularly update records to reflect actual vehicle inventory and mileage accumulation.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
78. Amend current policies that direct the staff to develop a vehicle replacement plan that includes specific criteria.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
79. Develop procedures that require removing all ignition keys from the buses and other vehicles.	\$0	\$0	\$0	\$0	\$0	\$0	(\$150)
80. Develop a spare bus policy and plan.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
81. Develop a shared service/vehicle and equipment agreement or Memorandum of Understanding (MOU).	\$0	\$0	\$0	\$0	\$0	\$0	\$0
TOTALS-CHAPTER 10	\$0	\$0	\$0	\$0	\$0	\$0	(\$150)



Chapter 11

Safety and Security

CHAPTER 11. SAFETY AND SECURITY

Safety and security are not major issues for the administration and staff of the Culberson County-Allamore School District (CCAISD). Comments from the Community Open House and Focus Groups included statements such as, “We are fortunate to be in a small town where crime is a minimum” and “incidences are handled by the schools in an effective manner.” An interview with staff revealed that only few students were referred to the Juvenile Justice Alternative Education Program system. An effective local alternative education and in-school suspension system is employed as needed. The alternative education and in-school suspension programs are located at the Alternative School (Delaware building) and appropriately supervised and taught by certified staff having both high school and junior high school experience. During the on-site review, few students were assigned to in-school suspension, where they were supervised in a classroom with built-in carrels. Other students were placed in an alternative education class and taught by certified teachers. These teachers have dual teaching responsibilities, which include teaching part-time in the regular school program and the alternative education program. This arrangement ensures that no one employee handles the entire program and that the program includes a variety of subjects.

The Student Code of Conduct is current and readily available at all school sites and in the district office. The district’s Crisis Management Plan is undergoing a revision process coordinated by the high school administration. In addition, the board adopted generally accepted safety and security policies, which are available for public review. The county sheriff routinely visits the schools to offer assistance as needed.

In October 2005, Region 18 conducted Safety Walkabouts of all schools using a checklist. This activity provided the district with needed information to base decisions about important maintenance and custodial services.

FINDINGS

- CCAISD is not in compliance with board policy CLA (LOCAL) that ensures security procedures are implemented.
- CCAISD did not examine the feasibility of establishing an organized School Resource Officer (SRO) Program for augmenting instructional programs related to the

importance of school, community, staff protection, and relationships with law enforcement officials.

- CCAISD lacks a systematic plan to train staff regarding safety issues.
- There is inadequate coordination of emergency services with many CCAISD employees unaware of the names or positions of staff trained in cardiopulmonary resuscitation (CPR) and Red Cross emergency procedures.

RECOMMENDATIONS

- **Recommendation 82: Develop and implement security procedures according to board policy CLA (LOCAL), to ensure that the buildings and vehicles are safe and secured when unoccupied.** Board policy CLA (LOCAL), Buildings, Grounds, and Equipment Management, that clearly states the procedures for securing all school property including provisions related to a safe and secure building, protection from fire hazards and faulty equipment should be implemented, ensuring a safe environment. Furthermore, the policy requires safeguards against entrance by unauthorized persons. Ensuring a safe environment for students while securing district property, equipment, and materials is a high priority and an expectation of the parents and community.
- **Recommendation 83: Develop a task force to study the feasibility of implementing a School Resource Officer (SRO) program to serve the schools, students, and staff of the district.** The superintendent and the board president should collaborate in appointing a task force committee. This committee includes, minimally, the following representatives: law enforcement; secondary, elementary, and alternative education teachers; parents; district and school-level administration; business leaders; and others as circumstances may dictate. The superintendent and board president should appoint a non-education, non-law enforcement representative as the committee chair.
- **Recommendation 84: Develop a plan for the systematic training of staff in school violence, legal issues, bomb threat assessment, essential emergency and crisis responses, and other safety**

and security matters. Region 18 offers training in a variety of safety and security issues including school violence, legal issues, bomb threat assessment. As the district is currently a member of Region 18, this training is included in the membership fee the district has already paid. Local law enforcement officials possess specialized training and can be valuable in the development and implementation of a training plan. The *Employee Handbook 2005–2006*, *Crisis Management Plan*, and other documents should reference both required and optional training. Annually, the district should prepare training schedules and include essential training in new employee orientation procedures.

- **Recommendation 85: Assign safety and security coordination responsibilities to one employee, and develop and publish a list of positions and persons properly trained in CPR and Red Cross emergency procedures.** The responsibility for coordination could be assigned to a principal who could survey all personnel to identify those certified in CPR and other emergency procedures. This list could be printed and distributed to all district staff and posted on employee bulletin boards.

DETAILED FINDINGS

TRANSPORTATION AND MAINTENANCE BUILDING SAFETY AND SECURITY (REC. 82)

CCAISD is not in compliance with board policy CLA (LOCAL) that ensures security procedures are implemented. CLA (LOCAL), Buildings, Grounds, and Equipment Management requires the development and implementation of procedures to safeguard property and prevent unauthorized entry on to premises. On four occasions during the onsite review elementary and junior high school age students were observed playing on the grounds adjacent to the transportation and maintenance facility. During this time, the facility was unoccupied and opened with equipment, tools, acetylene, and other materials unsecured. A storage room and the office area were locked and secured. There is no privacy or security fencing separating the playground area from the transportation and maintenance facility other than an unlocked fenced compound for the vehicles. While students are supervised, it is possible that some students could leave the playground area and enter the transportation and maintenance facility and become injured or cause damage. Additionally, an unauthorized person could trespass.

The review team's tour revealed that upon entry to the transportation and maintenance facility, there are two obsolete and inoperable cooking ranges with various items stacked on and around them. In addition, against the left-hand wall are numerous piles of old, broken furniture and other equipment including two pieces of useable equipment for disabled students. While no disabled students with needs for this type equipment are enrolled, the district may need this equipment in the future. Other materials such as old cans of paint, broken boards and pipes, and equipment items of questionable value are also piled or stacked inside the facility.

Inspection of the Alternative School (Delaware) building also revealed that the building is partially occupied by students and staff while the remainder is used for storage of unused equipment and materials. The gymnasium and five areas, three of which are classroom size, are used for students' instruction/activity and as office space. The remaining majority of the facility is disorganized with piles of furniture, equipment, and materials. During the onsite inspection, several of the vacant rooms/areas were unlocked. The transportation and maintenance facility and the Alternative School (Delaware) buildings' disorganized state increases the risk for injury and pose a fire hazard.

The superintendent should develop and implement security procedures according to board policy CLA (LOCAL) to ensure that the buildings and vehicles are safe and secured when unoccupied. The board policy CLA (LOCAL) clearly states that procedures designed to secure all school property should include provisions related to a safe building, protection from fire hazards and faulty equipment. Furthermore, the policy requires safeguards against entrance by unauthorized persons. Ensuring a safe environment for students while securing district property, equipment, and materials is a high priority and an expectation of the parents and community.

SCHOOL RESOURCE OFFICER (SRO) PROGRAM (REC. 83)

CCAISD did not examine the feasibility of establishing an organized School Resource Officer (SRO) Program for augmenting instructional programs related to the importance of school, community, staff protection, and relationships with law enforcement officials. The Culberson County Sheriff and deputies visit the schools on an unscheduled basis. Law enforcement officials state that approximately 20 percent of their time is spent at schools or school activities.

In a survey of junior and senior students, students responded to the statement, “I feel safe and secure at school,” with 44.4 percent agreeing and 33.3 percent disagreeing. Parent responses were 71.3 percent agree or strongly agree and 25.6 percent disagree or strongly disagree to the statement, “students feel safe and secure at school.” When asked to respond to the statement, “a good working arrangement exists with law enforcement,” 26 percent of the principals and teachers either disagree or strongly disagree. Twenty-two percent of the students and 24.9 percent of the parents either disagree or strongly disagree when provided a similar statement.

Interviews with staff in school districts and schools employing an SRO program report significant benefits including:

- improved student-law enforcement officials relationships;
- reduced in-school vandalism and student discipline issues;
- availability of law enforcement personnel to assist with investigative activity when needed;
- contributes to providing a safe and secure learning environment, one of the research based effective schools criteria;
- availability to assist in providing important crisis management and emergency procedures training to school personnel and students; and
- assistance with providing supervision for student activities, athletic contests, and other events.

Culberson County law enforcement officials state that they would support the development and implementation of a SRO program. Furthermore, personnel, vehicles, and equipment are available at a minimum-shared expense to the district; however, the school administration states that it is not needed since CCAISD is a small community population-wise.

The lack of an SRO program poses the following possible consequences:

- time delay in securing assistance from law enforcement officials when the need arises;
- a missed opportunity to systematically educate students in the value of law enforcement;
- a missed opportunity to establish positive relationships between students and law enforcement personnel; and

- other matters such as not being available to assist with investigations.

School districts throughout the country are successfully using task forces to study important issues and prepare recommendations for consideration by governmental bodies.

The district should develop a task force to study the feasibility of implementing a School Resource Officer (SRO) program to serve the schools, students, and staff of the district. The district can conduct the study at no cost by using volunteers on the task force. The final report can be produced by existing clerical personnel of the district. The superintendent should and the board president should collaborate to appoint a task force committee. This committee includes, minimally, the following representatives: law enforcement; secondary, elementary, and alternative education teachers; parents; district and school-level administration; business leaders; and others as circumstances may dictate. The superintendent and board president should appoint a non-education, non-law enforcement representative as the committee chair. This latter appointment should be implemented as a measure designed to ensure that all education and law enforcement perspectives are entertained and reviewed objectively. In addition, the task force should study the possibilities of funding the districts portion through grants.

The shared expense could be as much as \$30,000 annually, dependent on the structure of an agreement between the Sheriff's Department and the district. This figure is based on approximately 50 percent of the estimated cost for labor and equipment operation. However, the figure is not calculated as a fiscal impact since it is undetermined what type of arrangement the district and the shared service provider will contract.

SAFETY TRAINING (REC. 84)

CCAISD lacks a systematic plan to train staff regarding safety issues. The district lacks a method to ensure staff is trained in school violence, legal issues, bomb threat assessment, essential emergency and crisis responses, drug and alcohol possession, and other safety and security matters. During the onsite visit, the district's *Crisis Management Plan 2001–2002*, was undergoing an update and revision by the high school administration. However, a draft copy did not contain any reference to providing organized training to personnel. A copy of the current Eagle Elementary/Van Horn Junior High plan contains a listing of specific responsibilities for the principal, classroom teachers, secretary, and support staff but no reference to training. Interviews with staff revealed that

many did not know of the procedures they should use during emergencies. For example, while staff and students understood the procedures for a fire drill, there was inconsistent knowledge concerning other emergencies such as natural disasters, bomb threats, weapons discharge, and other issues. The review team observed posted schedules for emergency evacuations and drills. In 2005, the high school guidance counselor coordinated a mock disaster simulation.

The current practice could result in inappropriate crisis management and responses in emergencies that could increase the risk of student and staff injury or death. For example, if a person entered a campus with a weapon or if a bomb threat was made, there is no assurance that staff would know specifically what actions they should take and in what sequence. If a student overdosed on drugs or a controlled substance there is no assurance that the staff would know and perform the proper procedures.

Research sponsored by the Florida Council on Educational Management provides evidence that safe and secure learning environments are one of a series of nine important and essential characteristics of successful or effective in schools.

CCAISD should develop a plan for the systematic training of staff in school violence, legal issues, bomb threat assessment, essential emergency and crisis responses, and other safety and security matters. This plan is a major step in ensuring a safe and secure learning environment and that all staff has the knowledge to respond to critical situations properly. Resources are available for providing needed training and the district can request it from Region 18 as the district has a membership. Local law enforcement officials possess specialized training and can be valuable in the development and implementation of a training plan. The *Employee Handbook 2005–2006*, *Crisis Management Plan*, and other documents should reference both required and optional training. Annually, the district should prepare training schedules include essential training in new employee orientation procedures.

EMERGENCY RESPONSE STAFF (REC. 85)

There is inadequate coordination of emergency services with many CCAISD employees unaware of the names or positions of staff trained in cardiopulmonary resuscitation (CPR) and Red Cross emergency procedures. District office staff was unable to identify trained staff and no employee is currently responsible for coordinating emergency services. When asked who provides the training for CPR, responses varied but all agreed that trainers in the community provided the training, not school district staff. Interviews with elementary, junior high, and high school staff during the Region 18 conducted October 2005 Safety Walkabout, indicates inadequate knowledge concerning who is CPR and/or Red Cross trained in emergency procedures. The Walkabout personnel asked staff at each school to identify the number of CPR staff on campus. Elementary and junior high school respondents were unable to provide the requested information, while high school respondents stated that there are seven. The Walkabout team was unable to verify the number cited by the high school staff.

The lack of coordination of emergency services results in staff not knowing who has training in CPR and Red Cross emergency procedures. This situation presents the risk that a person needing emergency services may not receive them without delay.

One specific Safety Walkabout Checklist criteria relates to an employee's knowledge of trained personnel in emergency procedures as an indicator of readiness to handle an emergency appropriately. Such readiness is not evident in CCAISD.

The district should assign safety and security coordination responsibilities to one employee, and develop and publish a list of positions and persons properly trained in CPR and Red Cross emergency procedures.

For background information on Safety and Security, see p. 157 in the General Information section of the appendices.

FISCAL IMPACT

RECOMMENDATIONS	2006-07	2007-08	2008-09	2009-10	2010-11	TOTAL 5-YEAR (COSTS) SAVINGS	ONE-TIME (COSTS) SAVINGS
CHAPTER 11: SAFETY AND SECURITY							
82. Develop and implement security procedures according to board policy CLA (LOCAL) to ensure that the buildings and vehicles are safe and secured when unoccupied.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
83. Develop a task force to study the feasibility of implementing a School Resource Officer (SRO) program to serve the schools, students, and staff of the district.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
84. Develop a plan for the systematic training of staff in school violence, legal issues, bomb threat assessment, essential emergency and crisis responses, and other safety and security matters.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
85. Assign safety and security coordination responsibilities to one employee and develop and publish a list of positions and persons properly trained in CPR and Red Cross emergency procedures.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
TOTALS-CHAPTER 11	\$0	\$0	\$0	\$0	\$0	\$0	\$0



Chapter 12

Community Involvement

CHAPTER 12. COMMUNITY INVOLVEMENT

Culberson County-Allamore Independent School District (CCAISD) enjoys strong support from the local community. The district receives support for academics and athletics in the district as both financial contributions in the form of college scholarships and sponsorship of school activities, and as in-kind donations of goods and services. The community also supports the school through its active involvement and attendance at a number of annual events, such as school dinners and carnivals. The community shares news of school district events mainly through word-of-mouth. The district has a website that provides parents with password-protected access to student grades and links to other instructional sites.

FINDINGS

- CCAISD has no formal community and business involvement plan.
- The school district's current underdeveloped website does not provide accurate, up-to-date information on CCAISD operations and activities.
- CCAISD does not have a production process in place to publish a newsletter or other communications for parents and the community on a regular basis.

RECOMMENDATIONS

- **Recommendation 86: Create a school business partner plan.** The plan should define what a school business partnership consists of, outline what is currently happening in this area, and provide guidelines for partnerships and volunteering, such as whom to contact if a business or community organization wants to be a school partner. In addition, the plan should include procedures for formal recognition of partners and volunteers.
- **Recommendation 87: Upgrade the current website and create a more user-friendly site that promotes the district.** CCAISD should create a more user-friendly website that includes creating links to teacher and principal email accounts, placing the board policy manual and other district documents on the website, and including a Frequently Asked Questions (FAQ) section for parents, students, and employees to address routine inquiries.

- **Recommendation 88: Develop and distribute a monthly newsletter to keep parents and the community informed about the events and activities of the schools and solicit their support for these activities.** A newsletter would convey school information, rather than relying merely on word of mouth. Students in English and/or journalism classes could undertake the development of a newsletter for the junior and high schools as an ongoing class project. Students could interview other students as well as school personnel and members of the community connected with the activity and produce a newsletter on a weekly, bi-weekly, or monthly basis. Production of the elementary school newsletter could be a function of grades 4 and 5 to provide a realistic writing experience for students. The district newsletter could be a regular feature posted on the website and contain such regular feature as the "Superintendent's Message," an activities calendar, or other features like a successful celebrations.

DETAILED FINDINGS

COMMUNITY AND BUSINESS INVOLVEMENT PLAN (REC. 86)

CCAISD has no formal community and business involvement plan. The district lacks ongoing support for everyday activities such as classroom volunteers, student tutoring and mentors, and active Parent Teacher Organizations (PTOs). The elementary and middle schools have begun PTO's at each school within the last two years but the high school still does not have an organization.

The district currently does not have any guidelines or a designated person assigned to plan and coordinate efforts with the community and businesses. CCAISD also lacks a formal process for recognizing the efforts and contributions of those involved in helping the school district. In an interview with the superintendent, the superintendent expressed similar needs by stating that the district needed a person to coordinate volunteer efforts and business involvement in the schools.

The support provided by the community is invaluable, and all school personnel expressed deep appreciation for what parents and the business community does for the schools; however, without a plan for keeping this level of engagement,

the schools risk having the support wane and preventing the solicitation or involvement of other interested businesses.

Successful school business partnerships are very beneficial for both parties. One school district describes successful school business partnerships as follows:

School Business Partnerships are designed to encourage a cooperative relationship between a school and a business or organization. A partnership is an ongoing, dynamic relationship that must be mutually beneficial for the school and the business. Partners commit to the concept of a business and a school working together. Creativity and imagination lead to very interesting and successful partnerships. A partnership is not based on donations made to a school or for one-time activities. Contributions of time and resources are more important than monetary contributions.

There are numerous districts around the country that exemplify best practices and provide information on school business partnerships on their websites. The Anchorage (Alaska) School District's online school business partnership handbook outlines all aspects of school business partnerships, from roles of the principal and school personnel to program evaluation.

The Council for Corporate and School Partnerships "serves as a forum for the exchange of information, expertise and ideas to ensure that partnerships between businesses and schools achieve their full potential for meeting key educational objectives." The organization's website provides a comprehensive manual for schools and districts looking to start a business partnership or refine an existing one.

CCAISD should create a school business partner plan. The plan should define what a school business partnership consists of, outline what is currently happening in this area, and provide guidelines for partnerships and volunteering, such as whom to contact if a business or community organization wants to be a school partner. In addition, the plan should include procedures for formal recognition of partners and volunteers, since the hours spent working with school personnel and students and the donation of goods and services are equally important.

As the district developed the plan, it can begin to look at current work assignments and determine who would be an appropriate person to assume the role.

An existing employee should coordinate and receive a \$500 pay stipend plus benefits for the additional duty assignment.

This amount is comparable to other current stipends for extra duties with similar time requirements. (\$500 pay stipend times 2.45 percent benefit rate equals \$12.25 or (\$12 rounded) in benefits. \$500 pay stipend plus \$12 in benefits equals \$512 rounded annually.

WEBSITE UPGRADE (REC. 87)

The school district's current underdeveloped website does not provide accurate, up-to-date information on the district's operations and activities. CCAISD has a website with links to each of the schools and the central administration, as well as a variety of other links of interest to parents, job seekers, and other community stakeholders. However, information was outdated, incorrect, or incomplete. For example:

- The site design includes pictures of school and central office personnel; however, many of the spaces for pictures are blank. For example, the Board of Trustees page lacks pictures of board members. In other instances, pictures for other positions like the junior high school principal are not current.
- The link to "Athletics" connects to schedules for all the sports in the district; however, the schedules are for 2004.
- Despite a heavily Hispanic population, none of the materials accessible from the website for parents was available in Spanish.
- The links to the elementary, junior high, and high schools do not lead to school websites, only to pictures of some of the staff with no additional information.

In addition, the district does not provide an FAQ to promote various school and district activities.

Websites are useful public relations tools for school districts. They allow employees and the public at large to have instant access to information about the schools and the district, as well as communicate with school personnel. A poorly designed website that does not receive regular updates does not represent the school district well, and it can create a negative image of the quality of school and/or district operations.

Some districts like Skidmore-Tynan ISD (<http://www.stisd.esc2.net/index.html>) provides an example of a good website to emulate. The site is user-friendly, contains accurate, up-to-date information on both school and district events and activities, provides access to school personnel email, and includes links from local business partners.

CCAISD should upgrade the current website and create a more user-friendly site that promotes the district. Suggested changes include:

- update the photograph pages to include photos for employees or redesign the pages so that they do not include photographs;
- include a “superintendent’s message” and a “principal’s message” for each of the schools that convey the district and campus missions and invitational messages to site visitors;
- create links to the teacher and principal email accounts so that by clicking on their names, website visitors can get in touch with staff members;
- place the board policy manual and other district documents on the website;
- include more information for parents such as directions for how to enroll new or transferring students, teacher conferencing tips, or how to help their children do well in school;
- include a FAQ section for parents, students, and employees to address routine, time-consuming inquiries; and,
- include sections in Spanish to reach out to the Hispanic community.

The district has two technology personnel positions at the central office as well as at the high school. Working as a team, the district has the resources to upgrade its website without needing additional finances or positions.

PARENT AND COMMUNITY COMMUNICATION (REC. 88)

CCAISD does not have a production process in place to publish a newsletter or other communications for parents and the community on a regular basis. Due to the district’s size, there is no communications office or officer at central administration, and much of the responsibility for district communication falls to the superintendent. The district does not request the elementary or middle school PTO’s to assist with identifying classroom level activities.

During the onsite visit, the review team found that the CCAISD schools neither produced a newsletter nor any other type of written communication for parents on a regular basis. The superintendent produces a “refrigerator page” that is basically a calendar of events for all three schools, but it does

not provide detailed information. The local newspaper, published weekly, covers school news, but mainly features actions taken by the Board of Trustees and major school events. The newspaper typically does not do small feature stories regarding activities happening at the classroom level. In an interview with the high school principal, the principal indicated a desire to have the journalism class begin producing a regular newsletter; however, the activity is still in the planning stages due to the lack of a faculty sponsor to oversee the project.

The lack of a process for district-wide written communication, which currently relies mainly on word-of-mouth communications, restricts the district in getting information out readily to parents and community members using a reliable source.

Many districts use online websites to access examples of school and district newsletters. One example of an ad-supported newsletter is produced by Sierra Vista (CA) United School District (www.sierravistapublicschools.com). The ad-supported newsletter provides the district with additional advertising revenue that ultimately helps provide full-color graphics and a wide array of articles in the quarterly newsletter. Another district, Wylie (TX) Independent School District (www.wylie.esc14.net/Newsletters), produces a monthly non-advertising newsletter that provides comprehensive information on the school district’s activities and events throughout the year.

CCAISD should develop and distribute a monthly newsletter to keep parents and the community informed about the events and activities of the schools and solicit their support for these activities. In addition to the usual calendar of events, the newsletter should include tips for parents on helping their children with school work, volunteer opportunities at the school, message from the principal and superintendent, notification of upcoming class school projects, and other curriculum information. The newsletter should provide a column that recognizes volunteers and school staff members who have gone above and beyond to support the school district. The district should enlist the assistance of the PTOs to identify topics and contribute articles.

The cost of the newsletter would be minimal but would vary depending on the number of pages, graphics, and other content. One of the business partners that currently works with the schools or a local office supply company could be a source of financial or in-kind support for the newsletter. Advertising revenue could also support the printing of the

newsletter. There are a number of commercially produced newsletter template software packages available that would allow the district to produce high-quality and visually appealing newsletters. Should the district choose to use a commercially produced template, the average one-time cost for a package that would meet the needs of the district is \$149. These programs have no service or installation charges. Such programs typically will have optional upgrade offers

three to four years into the program, which runs around \$40. Over a five-year period, the district would only need one upgrade for a total cost of \$189, a price that includes the initial purchase of the software and the optional upgrade three years later, or \$149 one-time cost + \$40 upgrade = \$189.

For background information on Community Involvement, see p. 157 in the General Information section of the appendices.

FISCAL IMPACT

RECOMMENDATIONS	2006-07	2007-08	2008-09	2009-10	2010-11	TOTAL 5-YEAR (COSTS) SAVINGS	ONE-TIME (COSTS) SAVINGS
CHAPTER 12: COMMUNITY INVOLVEMENT							
86. Create a school business partners plan.	(\$512)	(\$512)	(\$512)	(\$512)	(\$512)	(\$2,560)	\$0
87. Upgrade the current website and create a more user-friendly site that promotes the district.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
88. Develop and distribute a monthly newsletter to keep parents and the community informed about the events and activities of the schools, and solicit their support for these activities.	\$0	\$0	\$0	(\$40)	\$0	(\$40)	(\$149)
TOTALS-CHAPTER 12	(\$512)	(\$512)	(\$512)	(\$552)	(\$512)	(\$2,600)	(\$149)



Appendices

GENERAL INFORMATION

CHAPTER 1 EDUCATIONAL SERVICE DELIVERY

In 2004–05, CCAISD served 622 students in three schools. Eighty-two percent of the students were economically disadvantaged, compared to 54.6 percent of students statewide. The student/teacher ratio was 11:5, and the student/staff ratio was 6:1. These numbers are slightly lower than the state averages of 14.9 and 7.5. **Exhibit A-1** below presents student and teacher demographics.

According to the AEIS 2004–05 district profile, the district employs a total staff of 101.5, with a professional staff of 65, including 54.1 teachers, 5.4 professional support, 3.4 in campus administration, and 2.0 in central administration. Administrators in the district usually fill more than one position, as shown in **Exhibit A-2**.

The district takes care of its technology needs through one computer technician housed in the central office. The high school technology teacher teaches half-time and supervises the technology needs half time. The elementary principal works with this team on e-rate and the technology plan. Together, the team developed a three-year Technology Plan. For more information, see the Computers and Technology section of this report.

One full-time counselor provides services for the junior high and elementary schools, with one half-time counselor at the high school. This meets the state average of 436 students per counselor for Texas as provided by the American Counseling Association. The Texas Education Code requires schools receiving Compensatory Education funds to have a part-time counselor for an elementary school with fewer than 500 students.

The peer districts selected for comparing data with CCAISD are Bovina, Fort Hancock, Marfa, and San Perlita Independent School Districts.

STUDENT ENROLLMENT

Exhibit A-3 compares 2004–05 enrollment for CCAISD and peer districts. As shown, CCAISD has:

- the largest enrollment with 622 students;
- the lowest percentage of African American students, tied with Marfa, at 0.0 percent;
- the lowest percentage of Hispanic students with 81.4 percent;
- the second highest percentage of Anglo students with 16.6 percent;

EXHIBIT A-1 2005–06 STUDENT AND TEACHER DEMOGRAPHICS

	STUDENTS	TEACHERS
White	16.6%	62.8%
Hispanic	81.4%	37.2%
African American	0.0%	0.0%
Native American	0.3%	0.0%
Asian/Pacific Islander	1.8%	0.0%

SOURCE: Texas Education Agency, AEIS District Performance, 2004-05.

EXHIBIT A-2 2004–05 ADDITIONAL DUTIES OF CAMPUS ADMINISTRATORS

POSITION	ADDITIONAL DUTIES
Elementary Principal	E-rate, grants, Reading First Director, District Textbook Coordinator, ARI/AMI
Junior High Principal	Federal programs, Bilingual/ESL, 504, dyslexia, math grant coordinator, OEYP
High School Principal	Carl Perkins, bus driver training

SOURCE: Culberson County-Allamore ISD, organization chart, updated as of January 24, 2006.

**EXHIBIT A-3
STUDENT ENROLLMENT BY DISTRICT AND DEMOGRAPHICS
2004-05**

DISTRICT	TOTAL ENROLLMENT	PERCENT AFRICAN-AMERICAN	PERCENT HISPANIC	PERCENT ANGLO	PERCENT ASIAN/PACIFIC ISLANDER	PERCENT NATIVE AMERICAN
Culberson County-Allamore ISD	622	0.0%	81.4%	16.6%	1.8%	0.3%
Ft. Hancock ISD	582	0.3%	94.2%	5.0%	0.2%	0.3%
San Perlita ISD	272	0.4%	82.0%	17.3%	0.4%	0.0%
Bovina ISD	518	0.6%	90.7%	8.7%	0.0%	0.0%
Marfa ISD	438	0.0%	88.6%	11.4%	0.0%	0.0%
Peer District Average	452.5	0.3%	88.9%	10.6%	0.2%	0.1%
Statewide Average	4,383,871	14.2%	44.7%	37.7%	0.3%	3.0%

SOURCE: Texas Education Agency, AEIS 2004-05 District Performance

- the highest percentage of Asian/Pacific Islander students with 1.8 percent;
- the highest percentage of Native American students, tied with Ft. Hancock, with 0.3 percent;
- a lower percentage of African American and Hispanic students than the peer district average;
- a higher percentage of Anglo, Asian/Pacific Islander, and Native American students than the peer district average;
- a lower percentage of African American, Anglo, and Native American students than the statewide average; and
- a higher percentage of Hispanic and Asian/Pacific Islander students than the statewide average.

EXTRA-CURRICULAR ACTIVITIES

The district offers a variety of extra-curricular activities for students, including student council, band, athletics (including football, baseball, basketball, volleyball, softball, tennis, and cross-country) and cheerleading. Student groups such as yearbook, student council, and class groups run concession stands at athletic events and receive the money generated from them. According to the student handbook, the district can restrict participation in all extra-curricular activities for students with failing grades in academic classes, disciplinary restrictions, or contagious illness.

INSTRUCTION AND STUDENT SUPPORT EXPENDITURES

Exhibit A-4 shows CCAISD and peer districts' total percentage operating expenditures by function for 2004-05. CCAISD has:

- the lowest percentage of expenditures for instruction with 53.3 percent;
- the second lowest percentage of expenditures for instructional-related services with 2.9 percent;
- the lowest percentage of expenditures for instructional leadership with 0.1 percent;
- the second highest percentage of expenditures for school leadership with 6.0 percent;
- the second lowest percentage of expenditures for student support services with 2.9 percent;
- the highest percentage of expenditures for co-curricular activities with 5.6 percent;
- a lower percentage for instruction, instructional-related services, instructional leadership, and student support services than the peer district and statewide averages; and
- a higher percentage for school leadership and co-curricular activities than the peer district and statewide averages.

GRADUATION/DROPOUT RATES

The grade 7-12 dropout rate in CCAISD has been low since 1994, when it was 1.6 percent for all students. Since then, the dropout rate for grades 7-12 has been less than one percent each year. In addition, the grade 9-12 graduation rate has been higher than the state average for two years. Students in CCAISD are graduating at a higher rate than state requirements or state averages. Nevertheless, students who do not graduate from CCAISD appear to be dropping out in high school rather than pursuing a GED or continuing high school. This makes the grade 9-12 completion rate II lower

**EXHIBIT A-4
CCAISD AND PEER DISTRICTS
TOTAL PERCENTAGE OPERATING EXPENDITURES BY FUNCTION
2004-05**

DISTRICT	OPERATING EXPENDITURES BY FUNCTION					
	INSTRUCTION	INSTRUCTIONAL-RELATED SERVICES	INSTRUCTIONAL LEADERSHIP	SCHOOL LEADERSHIP	SUPPORT SERVICES-STUDENT	CO-CURRICULAR ACTIVITIES
Culberson County-Allamore	53.3%	2.9%	0.1%	6.0%	2.9%	5.6%
Bovina	62.2%	2.2%	0.5%	6.2%	1.7%	4.2%
San Perlita	53.9%	3.9%	2.5%	4.7%	4.2%	3.8%
Fort Hancock	56.0%	6.3%	0.3%	6.9%	3.4%	4.0%
Marfa	56.7%	3.1%	1.3%	5.5%	3.9%	3.9%
Peer District Average	57.2%	3.9%	1.2%	5.9%	3.3%	4.0%
Statewide	57.9%	3.6%	1.6%	5.6%	4.8%	2.5%

SOURCE: Texas Education Agency, AEIS 2004-05 District Performance.

than the state average. As seen in **Exhibit A-5**, the percent of high school students receiving a GED is lower than the state average, as is the percent continuing high school. The percent of high school students dropping out over a four-year period was 2.0 percent in 2002-03, and 5.8 percent in 2003-04. This latest figure is higher than the state average of 3.9 percent. While this figure could show the beginning of a trend in the wrong direction, with such a small student body one or two dropouts can have a great effect on the percentage rate. The trend in graduation and dropout rates should be watched carefully before conclusions are reached.

As reported in **Exhibit A-6**, CCAISD falls in the middle of its peer districts on this issue. While all peer districts have a zero percent dropout rate for grade 7-8, dropout rates for grades 9-12 range from zero (San Perlita ISD) to 8.1 percent (Ft. Hancock ISD).

LIBRARY SERVICES

CCAISD employs one librarian housed at the high school and two library aides who staff the junior high and elementary school libraries.

Exhibit A-7 shows the Texas State Library and Archives Commission (TSLAC) School Library Programs: Standards and Guidelines for Texas, 2004. The first row of this exhibit shows that CCAISD, with three schools in the district and one librarian and two library aides, exceeds the standards for Exemplary organization and staffing at the district level. The following two rows show staffing requirements based on campus-level enrollment. Under this requirement for an acceptable program, CCAISD should have a certified librarian and 0.5 para-professional on each campus. However, the district in total has ADA only somewhat higher than the 0-500 ADA shown, and given the proximity of the three

**EXHIBIT A-5
2003-04 GRADUATION AND DROPOUT RATES FOR CCAISD**

	DISTRICT PERCENTAGE 2003-04	2003-04 TEXAS ACCOUNTABILITY REQUIREMENT	2003-04 STATE AVERAGE
Grade 7-8 Dropout Rate	0.0%	1%	0.2 %
Grade 9-12 Completion Rate II	94.2%	75%	96.1%
Graduated	90.4%	n/a	84.6%
Received GED	0.0%	n/a	4.2%
Continued HS	3.8%	n/a	7.3%
Dropped Out	5.8%		3.9%

SOURCE: Texas Education Agency, AEIS District Performance, 2004-05; 2005 Accountability Manual.

libraries in adjacent buildings in the district, one librarian and two library aides may suffice for an isolated district.

The last row of the exhibit describes the requirements for the library book collection. CCAISD has a collection of 25,335

items, which exceeds the standards for an exemplary collection. The elementary school has 11,783 books, which amounts to 42 items per student. The junior high has 5,269 books, or 36 per student, and the high school collection is

**EXHIBIT A-6
2003-04 GRADUATION AND DROPOUT RATES FOR CCAISD STUDENTS AND PEER DISTRICTS**

DISTRICT	GRADE 7-8 DROPOUT RATE	GRADUATED	RECEIVED GED	CONTINUED HS	DROPPED OUT
Culberson County-Allamore	0.0%	90.4%	0.0%	3.8%	5.8%
Bovina	0.0%	88.1%	2.4%	4.8%	4.8%
San Perlita	0.0%	100.0%	0.0%	0.0%	0.0%
Fort Hancock	0.0%	89.2%	0.0%	2.7%	8.1%
Marfa	0.0%	90.6%	0.0%	6.3%	3.1%
Peer District Average	0.0%	91.98%	0.6%	3.5%	4.0%
Statewide	0.2%	84.6%	4.2%	7.3%	3.9%

SOURCE: Texas Education Agency, AEIS 2004-05 District Performance.

**EXHIBIT A-7
TEXAS STATE LIBRARY AND ARCHIVES COMMISSION LIBRARY STAFFING STANDARDS
2004**

AREA	STAFFING STANDARDS			
	EXEMPLARY	RECOGNIZED	ACCEPTABLE	BELOW STANDARD
District Level Staff, 1-5 Schools in District	1 All-level Director/Coordinator with library certification; may have other district responsibilities. 0.5 Para-professional.	1 All-level Director/Coordinator with other district duties. 0.5 Para-professional.	1 All-level Director/Coordinator, with other district duties. 0.5 Para-professional.	1 Certified Librarian, with other campus and district duties.
Professional Staff, Campus-Level Enrollment 0-500 ADA	At least 1.5 Certified Librarians.	At least 1.0 Certified Librarian.	At least 1.0 Certified Librarian.	Less than 1 Certified Librarian.
Para-professional Staff, Campus-Level Enrollment 0-500 ADA	At least 1.5 Para-professionals.	At least 1 Para-professional.	At least 0.5 Para-professional.	Less than 0.5 Para-professional.
Learner-Centered Technology and Information Access	Provides a balanced and current collection of at least 12,000 books, audiovisual software, and multi-media, or 20 items per student at elementary level, at least 18 items per student at middle school level, and at least 16 items per student at high school level, whichever is greater.	Provides a balanced and current collection of at least 10,800 books, audiovisual software, and multi-media, or at least 18 items per student at elementary level, at least 16 items per student at middle school level, and at least 14 items per student at high school level, whichever is greater.	Provides a balanced and current collection of at least 9,000 books, audiovisual software, and multi-media, or at least 16 items per student at elementary level, at least 14 items per student at middle school level, and at least 12 items per student at high school level, whichever is greater.	Provides a balanced collection of less than 9,000 books, audiovisual software, and multi-media, or less than 16 items per student at elementary level, less than 14 items per student at middle school level, and less than 12 items per student at high school level, whichever is greater.

SOURCE: Texas State Library and Archives Commission (TSLAC), School Library Programs: Standards and Guidelines for Texas, 2004; Texas Administrative Code Title 13. Cultural Resources, Part 1. Chapter 4. Subchapter A. Section 4.1.

8,283 items, or 42 per student. Again, these numbers exceed the standards for an exemplary collection.

CHAPTER 2 DISTRICT LEADERSHIP, ORGANIZATION, AND MANAGEMENT

SITE-BASED DECISION MAKING

CCAISD develops a district improvement plan (DIP) and three campus improvement plans (CIPs) on an annual basis. Typically the district works with a facilitator from Region 18 to ensure that the plan includes all state requirements for planning as outlined in Chapter 4 of the Texas Education Code. During the 2005–06 planning cycle, the district did not use an outside facilitator. In general, the district follows the state guidelines for planning, including a committee of teachers, parents, community members, and business representatives.

LEGAL SERVICES

CCAISD utilizes three sources for legal services in a generally systematic way. The district utilizes a retainer, at the rate of \$900 per month, for the services of a local attorney to attend board meetings and to provide general legal services that do not rely upon a thorough knowledge of school law. The district utilizes another law firm, through the Special Education Cooperative, for issues related to special education. A third law firm, through a cooperative service with Region 18, is available to answer specific school law questions by telephone or fax.

CHAPTER 3 COMPUTERS AND TECHNOLOGY

INNOVATIVE INSTRUCTIONAL EDUCATION

According to documentation provided by CCAISD, the technology staff supports 232 computers that are available to 622 students. Therefore, CCAISD has a 2:7 student-to-computer ratio.

The *Technology Connection For School Improvement Planners' Handbook* states:

The usefulness of technology depends on having a critical mass of computers. Research and best practices indicate that a minimum of one computer for every 4 or 5 students is necessary if students are to be able to use technology in a manner that will enable significant results within the classroom.

The use of technology in the classroom is evident in labs to enhance skills learned in the classroom. Observations made

by the review team included the use of computers during class instruction by both instructional staff and students. Students are able to research, write, and develop spreadsheets using the technology in the classroom. The review team also observed the use of technology in the delivery of lesson plans.

Survey results also indicate that computers are readily available for student use in the district.

CHAPTER 4 FINANCIAL MANAGEMENT

CHAPTER 41 COOPERATIVE ARRANGEMENTS

As a Chapter 42 district, CCAISD is participating in four cooperative arrangements with Chapter 41 districts (Buena Vista ISD, Crane ISD, Rankin ISD, and Wink-Loving ISD) that bring additional resources to CCAISD that may be used for technology.

In 2005–06, CCAISD is participating in four cooperative arrangements with Chapter 41 districts and in 2004-05, CCAISD will receive an additional amount of over \$100,000 through these arrangements with three Chapter 41 districts.

Under the Texas school finance system, districts are classified as Chapter 41 districts when their wealth per student in weighted average daily attendance (WADA) exceeds \$305,000 per WADA. Chapter 42 districts are those whose wealth per student in WADA is less than \$305,000 and which participate in Tier 2 of the school finance funding system. In accordance with the provisions of TEC Chapter 41, a Chapter 41 district has five options available to reduce its property wealth per WADA. These may be exercised singly or in combination. Chapter 41 districts may choose to:

- (1) consolidate with another district;
- (2) detach property;
- (3) purchase attendance credits from the state;
- (4) contract to educate nonresident students from a partner district; and
- (5) consolidate tax bases with another district.

In the past, virtually all Chapter 41 districts have chosen to purchase attendance credits from the state (subsequently referred to as Option 3) and/or to contract to educate nonresident students (subsequently referred to as Option 4). CCAISD had available in 2004–05 463.229 WADA at a cost of \$4,266 per WADA that could be contracted to Chapter 41 districts, according to TEA. In 2005–06, CCAISD has 393.013 WADA available at a cost of \$4,308 per WADA.

These WADA may be “sold” to Chapter 41 districts to equalize wealth.

The Chapter 41 districts enter into an agreement with CCAISD to educate nonresident students for the school, by purchasing an estimated number of WADA from CCAISD. The cost of the purchase is determined by the commissioner of education (TEC Chapter 41) according to the provisions of Section 41.093 of the TEC when final data are available on the district’s maintenance and operations tax revenue and the resident WADA count for the school year. The Chapter 41 district pays CCAISD at an initial date in February and then makes the final payment no later than August 15 of the school year under a payment schedule negotiated between the two districts. This purchase/sale of WADA benefits both the Chapter 41 district and CCAISD.

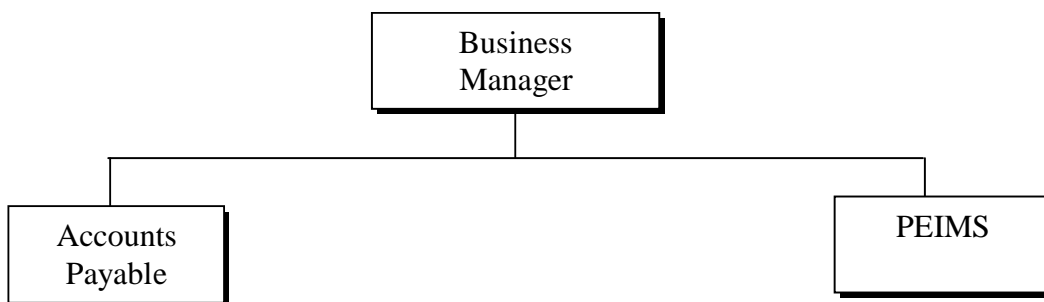
As part of the arrangement, CCAISD agrees to use 100 percent of the extra revenues from the sale of WADA to participate in a technology consortium in accordance with the provisions of Section 41.099 of the TEC. This arrangement has provided additional technology hardware and software as well as services to the district.

Exhibit A-8 reflects the structure of the Business Office of CCAISD. The staff in the Business Office perform the following functions:

- The business manager is responsible for overseeing the financial activities of CCAISD. These responsibilities include:
 - approving all purchase requisitions;
 - providing basic information to support preparation of the annual budget;

- providing a monthly financial and investment report to the Board of Trustees; and
- ensuring that effective internal controls are in place.
- The business manager also serves as the chief accountant by:
 - evaluating accounting procedures;
 - working with the independent auditor in conducting the annual audit;
 - performing the cash management activities that include developing a cash flow analysis and ensuring the completed monthly bank reconciliations;
 - preparing and entering all budget adjustments;
 - reviewing and approving purchase orders and check requests; and
 - administering the business office budget.
- The business manager also prepares and produces the CCAISD bi-weekly payrolls. The responsibilities include collecting and entering payroll information, distributing checks, coordinating direct deposit activities with the appropriate banks, and coordinating payroll system related issues and changes with staff. In addition, she has specific duties associated with processing the absent from duty and substitute time sheets and preparing the various payroll reports associated with employee benefits and payroll deductions.

**EXHIBIT A-8
BUSINESS OFFICE STRUCTURE
2005-06**



Source: CCAISD, Business Manager, 2005.

- The PEIMS coordinator is responsible for managing the PEIMS system relating to the daily attendance information.
- The duties of Accounts Payable clerk include:
 - receiving and processing for payment all accounts payable invoices, requisitions, and purchase orders;
 - matching invoices to purchase orders and signed receipt copies;
 - preparing and distributing paid invoices;
 - maintaining the files of all paid invoices; and
 - processing for purchase orders, including mailing and distributing the various copies of the purchase orders.

Texas school districts receive revenue from three primary sources: local sources, state funding, and federal programs. Property taxes provide the majority of the local resources for school districts in Texas. The districts establish and adopt their tax rate, and the county appraisal districts establish the value of the property within the district and collect the taxes for CCAISD.

CCAISD levies property taxes composed of a maintenance and operations component along with an interest and sinking fund component. The district applies the combined rate for these components to the assessed property value to determine the district’s total tax levy. **Exhibit A-9** compares the property tax rate for CCAISD with the peer districts. CCAISD has the highest maintenance and operations rate, the second lowest interest and sinking fund rate and the highest total

rate. Both the maintenance and operations and total rates for CCAISD are higher than the statewide average.

CCAISD contracts with the Culberson County Tax Assessor/Collector to collect its taxes at a cost of approximately \$110,000 per year, approximately 3 percent of the taxes levied. The district also contracts with the Culberson County Tax Assessor/Collector for the collection of delinquent taxes.

Exhibit A-10 displays information on the appraised value, tax levy, current year levy collected, delinquent taxes collected, and penalties and interest collected for 2000–01 through 2004–05. CCAISD had total tax collections varying from 98.5 to 103.9 percent of the levy. Assessed values declined over this time period from a high of \$219.5 million in 2003 to \$211.4 million in 2005.

Exhibit A-11 compares the total of fund revenues by source for CCAISD with the peer districts. CCAISD has the highest percentage of local sources among the peer districts and is higher than the statewide average for this revenue source. Conversely, CCAISD receives the lowest percentage of state resources among the peer districts and receives an amount slightly below the state average. Although CCAISD receives the second highest amount of federal resources among the peer districts, this percentage is well above the average for the peer districts and the state.

Exhibit A-12 provides a comparison of the percentages of resources expended by program. CCAISD expends the second-lowest percentage of resources for instruction among the peer districts. CCAISD spends a higher percentage than the peer district and statewide averages for transportation and plant maintenance and operations.

**EXHIBIT A-9
CCAISD AND PEER DISTRICTS PROPERTY TAX RATES
2002–03 FISCAL YEAR**

DISTRICT	MAINTENANCE AND OPERATIONS	INTEREST AND SINKING FUND	TOTAL
Culberson County - Allamore	\$1.500	\$0.075	\$1.575
Bovina	\$1.270	\$0.000	\$1.270
Ft. Hancock	\$1.154	\$0.156	\$1.310
Marfa	\$1.390	\$0.223	\$1.613
San Perlita	\$1.500	\$0.071	\$1.571
Peer District Average	\$1.328	\$0.112	\$1.440
Statewide	\$1.447	\$0.112	\$1.559

SOURCE: Texas Education Agency, AEIS, 2004-05.

**EXHIBIT A-10
CCAISD TAX COLLECTIONS
2000-01 THROUGH 2004-05**

DESCRIPTION	2000-01	2001-02	2002-03	2003-04	2004-05	% CHANGE FROM
Appraised Value	\$215,657,210	\$218,300,820	\$219,492,650	\$213,484,120	\$211,353,390	(2.00)%
Tax Levy	3,154,586	3,381,460	3,428,677	3,341,762	3,322,271	5.32%
Current Taxes	3,014,836	3,257,026	3,278,382	3,204,932	3,183,603	5.60%
Delinquent Taxes	77,033	196,522	49,861	52,200	130,834	69.84%
Penalties and Interest	43,483	59,260	47,231	52,211	\$59,477	36.78%
Total Collections	\$3,135,352	\$3,512,808	\$3,375,474	\$3,309,343	\$3,373,914	7.61%
Percent of Total Collections to Levy	99.39%	103.88%	98.45%	99.03%	101.55%	

SOURCE: CCAISD, 2006.

**EXHIBIT A-11
CCAISD AND PEER DISTRICTS
BUDGETED REVENUE SOURCES
2004-05**

DISTRICT	LOCAL	PERCENT OF TOTAL	STATE	PERCENT OF TOTAL	FEDERAL	PERCENT OF TOTAL
Culberson County - Allamoore	\$3,553,056	59.55%	2,108,379	35.34%	305,000	5.11%
Bovina	\$844,831	23.48%	2,587,922	71.93%	165,000	4.59%
Ft. Hancock	\$2,022,610	37.46%	3,147,641	58.30%	228,734	4.24%
Marfa	\$1,659,830	43.36%	2,047,065	53.47%	121,500	3.17%
San Perlita	\$117,000	6.41%	1,587,106	86.96%	121,000	6.63%
Peer District Average	\$1,161,068	27.68%	2,342,434	67.67%	159,059	4.66%
Statewide Total	\$18,330,647,242	57.60%	12,276,735,221	38.60%	1,197,057,515	3.80%

SOURCE: Texas Education Agency, PEIMS Budget, 2004-05.

Exhibit A-13 provides information on the expenditures per student by function. CCAISD spends more per student than the state and peer averages in every functional area except Instructional Related Services, Instructional Leadership, Student Support Services, and Security.

Exhibit A-14 provides information involving the percentage of resources expended by object. CCAISD expends the third highest percentage for payroll costs among the peer districts, and this average is higher than the peer group average but below the statewide percentage. The CCAISD capital outlay percentage is higher because of the repayment of bonds and investments in renovations.

The district uses the accounting and payroll software provided by Region 20. This software provides online financial information as well as the capability of providing monthly reports for management purposes.

CHAPTER 5 PURCHASING

The purchasing function is a major management process supporting financial accountability in Texas public schools. State, federal, and some local purchasing statutes, laws, and regulations establish boundaries within which districts are to conduct purchasing activities for obtaining the best value for the goods and services required for district operations. Although the law requires school districts to comply with all governmental purchasing regulations, CCAISD's board has broad discretion to establish stricter local policies above the government regulations. Therefore, an effective and efficient purchasing structure requires goods and services obtained through competitive processes, they meet district needs and comply with governmental regulations.

CCAISD does not have employees solely devoted to the purchasing functions. The two staff members in the business

**EXHIBIT A-12
CCAISD AND PEER DISTRICTS
TOTAL PERCENTAGE OF OPERATING EXPENDITURES BY FUNCTION
2004-05 FISCAL YEAR**

DESCRIPTION	CULBERSON COUNTY - ALLAMOORE	BOVINA	FT. HANCOCK	MARFA	SAN PERLITA	PEER DISTRICT AVERAGE	STATE-WIDE AVERAGE
Instruction	50.91%	57.03%	55.73%	51.51%	38.95%	52.40%	56.34%
Instructional-Related Services	1.67%	2.20%	6.16%	2.16%	5.17%	3.98%	2.92%
Instructional Leadership	0.00%	0.02%	0.15%	1.42%	2.42%	0.80%	1.30%
School Leadership	6.42%	7.00%	7.18%	6.26%	5.32%	6.61%	6.04%
Support Services-Student	3.29%	2.93%	3.78%	4.09%	5.41%	3.90%	4.50%
Student Transportation	3.37%	2.95%	3.00%	1.26%	1.86%	2.36%	2.99%
Food Services	6.04%	6.56%	4.84%	5.45%	5.25%	5.49%	5.71%
Co-curricular/ Extracurricular Activities	5.88%	5.36%	3.69%	3.63%	4.65%	4.24%	2.64%
Central Administration	8.17%	5.68%	6.13%	9.84%	14.88%	8.32%	4.02%
Plant Maintenance and Operations	12.95%	9.57%	9.01%	12.24%	15.74%	11.02%	11.42%
Security and Monitoring Services	0.04%	0.15%	0.12%	0.22%	0.22%	0.17%	0.78%
Data Processing Services	1.27%	0.56%	0.21%	1.93%	0.13%	0.73%	1.34%
Total Operating Expenditures	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

SOURCE: Texas Education Agency, PEIMS Budget 2004-05.

**EXHIBIT A-13
CCAISD AND PEER DISTRICTS
OPERATING EXPENDITURES PER STUDENT BY FUNCTION
2004-05 FISCAL YEAR**

DESCRIPTION	CULBERSON COUNTY - ALLAMOORE	BOVINA	FT. HANCOCK	MARFA	SAN PERLITA	PEER DISTRICT AVERAGE	STATE-WIDE AVERAGE
Instruction	\$4,369	\$4,144	\$4,832	\$4,575	\$3,285	\$4,340	\$3,677
Instructional-Related Services	\$143	\$160	\$53	\$192	\$436	\$329	\$191
Instructional Leadership	\$0	\$2	\$13	\$126	\$204	\$66	\$85
School Leadership	\$551	\$509	\$62	\$556	\$448	\$548	\$394
Support Services-Student	\$282	\$213	\$328	\$363	\$456	\$323	\$294
Student Transportation	\$289	\$214	\$260	\$112	\$157	\$195	\$195
Food Services	\$518	\$476	\$420	\$484	\$443	\$455	\$373
Co-curricular/ Extracurricular Activities	\$505	\$389	\$32	\$323	\$392	\$351	\$172
Central Administration	\$701	\$413	\$532	\$874	\$1,255	\$689	\$262
Plant Maintenance and Operations	\$1,111	\$695	\$781	\$1,087	\$1,327	\$913	\$745
Security and Monitoring Services	\$3	\$11	\$10	\$19	\$18	\$14	\$51
Data Processing Services	\$109	\$41	\$18	\$171	\$11	\$61	\$87
Total Operating Expenditures	\$8,582	\$7,266	\$8,669	\$8,882	\$8,433	\$8,284	\$6,526

SOURCE: Texas Education Agency, PEIMS Budget 2004-05.

**EXHIBIT A-14
CCAISD AND PEER DISTRICTS
TOTAL PERCENTAGE OF OPERATING EXPENDITURES BY OBJECT
2002-03 FISCAL YEAR**

DESCRIPTION	CULBERSON COUNTY - ALLAMOORE	BOVINA	FT. HANCOCK	MARFA	SAN PERLITA	PEER DISTRICT AVERAGE	STATE-WIDE AVERAGE
Payroll Costs	68.19%	72.78%	64.63%	70.58%	65.67%	68.14%	72.59%
Other Operating Costs	22.23%	24.62%	31.02%	22.35%	27.12%	26.82%	16.40%
Debt Service	2.56%	0.00%	3.34%	7.07%	3.19%	3.48%	9.61%
Capital Outlay	7.02%	2.60%	1.01%	0.00%	4.02%	1.56%	1.40%

SOURCE: Texas Education Agency, PEIMS Budget 2004-05.

office, the business manager and accounts payable clerk, serve as the primary purchasing staff for the district. In addition to these individuals, the superintendent, the principals, the school secretaries, the athletic director, the director of technology services, and the maintenance and transportation director share the purchasing responsibilities. The superintendent signs off on all purchase orders processed through the business office, after the business manager approves the purchase orders. The district does not budget funds separately for this function.

The CCAISD participates in the Region 18 Education Service Center Purchasing Cooperative, which permits the district to obtain goods and services at lower prices than it could if buying on its own. The district pays a \$500 annual fee for participation in the cooperative that enables the district to purchase school and office supplies, instructional aids, furniture, physical education equipment and supplies, and athletic supplies and equipment at negotiated prices. In addition, the district may purchase computer hardware, software, supplies, and accessories through the Cooperative's negotiated contracts. The district also participates in the EDLINK 18 Consortium, which provides telecommunications services, internet access, e-mail, voice, fax, data, and video-conferencing services at no cost.

The district also issues credit cards that the superintendent, business manager, principals, and other staff may use on an as-needed basis. The business office keeps credit cards, which staff may sign out for particular uses. Staff checks out the credit card, makes the purchases, and returns the receipts and credit card to the office.

**CHAPTER 6
ASSET AND RISK MANAGEMENT**

Effective cash management practices ensure that districts collect funds in a timely manner and that they invest them in secure instruments with maximum earning potential. District must safeguard cash and investments against the risk of loss by holding cash in accounts guaranteed by the Federal Deposit Insurance Corporation (FDIC). For amounts more than the FDIC coverage, the institution should provide a depository bond or pledge securities to the district in an amount equal to or greater than the amount more than FDIC coverage. Van Horn State Bank, the school district's repository bank, pledges securities held in safekeeping by the Federal Reserve Bank for deposits in excess of FDIC coverage.

As was the case with purchasing functions, the district does not employ individuals solely dedicated to the asset and risk management functions, and there is no separate budget for this function. The district's business manager serves as the person responsible for asset and risk management, for maintaining the district's inventory records, and as the investment officer.

Property and casualty insurance includes coverage for facilities, vehicles, equipment, personal injury, and professional and general liability. The business manager oversees the district's property casualty program.

SELF FUNDED WORKERS' COMPENSATION

CCAISD worker's compensation program is self-funded, resulting in a savings of \$10,000 per year CCAISD self-funds its workers' compensation program and has had no workers' compensation claims for the last two years. Consequently, all "excess contributions" are returned to the district for other uses.

**EXHIBIT A-15
CCAISD TEACHER SALARIES AS OF DECEMBER, 2005
STATE BASE PLUS LOCAL ENHANCEMENT PER YEARS OF EXPERIENCE**

YEARS OF EXPERIENCE CREDITED	STATE ANNUAL SALARY (10 MONTH CONTRACT)	CCAISD ENHANCEMENT
0	\$24,820	\$2,500
1	\$25,410	\$2,550
2	\$25,990	\$2,600
3	\$26,580	\$2,650
4	\$27,820	\$2,700
5	\$29,060	\$2,750
6	\$30,300	\$2,800
7	\$31,450	\$2,850
8	\$32,540	\$2,900
9	\$33,570	\$2,950
10	\$34,540	\$3,000
11	\$35,460	\$3,050
12	\$36,340	\$3,100
13	\$37,150	\$3,150
14	\$37,930	\$3,200
15	\$38,660	\$3,250
16	\$39,360	\$3,300
17	\$40,010	\$3,350
18	\$40,630	\$3,400
19	\$41,220	\$3,400
20 & Over	\$41,770	\$3,400

SOURCE: CCAISD, HR and Finance departments, 2005.

**CHAPTER 7
HUMAN RESOURCES**

POLICIES

CCAISD has established policies on salary and benefits in the “Compensation and Benefits” section of the Board Policy Manual. Employee benefits account for 27 percent of their compensation. The policies contained in this section outline the following issues related to employee compensation and benefits:

- Definition of benefits-related terms, such as “family,” “work day,” and “family emergency”
- Description of all types of leave (for example, sick, personal, discretionary, and so forth)
- Qualifications for becoming a member of the sick leave bank

- Workers’ compensation
- Family and Medical Leave Act (FMLA)
- Leave reimbursement at retirement

The district has salary schedules for all employee classifications (for example, instructional, support, auxiliary, administrative, and so forth). The schedules are on a step structure starting at zero years of experience up to between 20 and 30. Beginning teachers receive \$2,500 above the state base for zero years of experience. For each year beyond, the pay above the base increases by \$50, with the highest rate being \$3,400 for 18 years of experience coming into the district. **Exhibit A-15** shows the current state base with the addition of the district enhancement. Using this formula, the starting salary for beginning teachers in the district is \$27,320, and the salary for teachers with 20-plus years of experience is \$45,170.

Placement on the salary schedule is based on years of experience. All salary schedules are subject to review and adjustment by the Board of Trustees as deemed necessary.

STAFFING LEVELS

Over the past five years, CCAISD student enrollment has steadily declined. **Exhibit A-16** illustrates that student enrollment has decreased by slightly more than 10 percent. During the same period, there have been reductions in staff by nearly the same percentage. These staff reductions resulted in an increase in the student-teacher and student-staff ratios to levels that would be reasonable given the decline in enrollment.

Exhibit A-16 accounts for CCAISD student enrollment and staffing ratios.

DISTRICT SALARY

The school review team surveyed CCAISD students, faculty, administrators, and parents on their perceptions of all aspects of the school district’s operational effectiveness. The human resources surveys revealed a high percentage of dissatisfaction with salaries, with 60 percent of respondents stating that they disagreed or strongly disagreed with the statement, “District salaries are competitive with similar positions in the job market.” As shown in **Exhibit A-17**, the following areas/statements drew the strongest negative response from principals and teachers (for example, had ratings of 50% or higher in the disagree or strongly disagree categories):

- The district has a good and timely program for orienting new employees (50%).
- The district operates an effective staff development program (56%).
- The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion (60%).

The highest percentage of positive responses were in the areas of annual personnel evaluations, with 68 percent of principals and teachers stating that they did receive annual evaluations and 42 percent of this population indicating that the district’s health insurance package met their needs.

The review team also surveyed central office administrators in the district with regards the HR operations, and **Exhibit A-18** shows their responses. This group of employees had slightly more favorable responses to the survey items, with, for example, only 44 percent expressing dissatisfaction with district salary levels as opposed to 60 percent of principals and teachers. What is most notable is that in all but two areas, at least 20 percent of these individuals had no opinion of the issues. Since the responses were confidential and anonymous, it is not possible to probe deeper to determine whether this response was selected because the individuals did not know or felt they could not express an opinion.

**CHAPTER 8
FACILITIES**

ORGANIZATION

CCAISD’s 11 FTEs for this department are responsible for the following tasks:

- making minor facility repairs;
- performing minor vehicle maintenance tasks;
- securing and coordinating the outside contractors for renovation and repairs they cannot make;
- grounds keeping;
- building cleaning;
- replacing light bulbs and air conditioner filters; and
- picking up and burning all the trash.

The director of transportation and maintenance supervises the work of all facilities and transportation staff.

**EXHIBIT A-16
STUDENT ENROLLMENT AND STAFFING RATIOS
2000-01 THROUGH 2004-05**

	2000-01	2001-02	2002-03	2003-04	2004-05	PERCENT CHANGE FROM 2000-01 TO 2004-05
Student Enrollment	698	700	681	663	622	(10.9%)
Staff	115	86	86	75	101	(12.2%)
Student/ Staff Ratio	5.8:1	7.8:1	7.8:1	8.3:1	6.2:1	6.9%
Student/ Teacher Ratio	10:1	10:1	10:1	9.4:1	12.4:1	23.8%

SOURCE: PEIMS, 2005.

**EXHIBIT A-17
HUMAN RESOURCE SURVEY RESULTS FROM PRINCIPALS AND TEACHERS**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
District salaries are competitive with similar positions in the job market.	0.00%	30.00%	10.00%	34.00%	26.00%
The district has a good and timely program for orienting new employees.	0.00%	32.00%	18.00%	30.00%	20.00%
Temporary workers are rarely used.	0.00%	28.00%	32.00%	22.00%	18.00%
The district successfully projects future staffing needs.	0.00%	22.00%	34.00%	22.00%	22.00%
The district has an effective employee recruitment program.	0.00%	18.00%	36.00%	20.00%	26.00%
The district operates an effective staff development program.	0.00%	28.00%	16.00%	30.00%	26.00%
District employees receive annual personnel evaluations.	8.00%	68.00%	10.00%	12.00%	2.00%
The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	0.00%	16.00%	24.00%	30.00%	30.00%
Employees who perform below the standard of expectation are counseled appropriately and timely.	0.00%	20.00%	48.00%	24.00%	8.00%
The district has a fair and timely grievance process.	0.00%	28.00%	46.00%	18.00%	8.00%
The district's health insurance package meets my needs.	0.00%	42.00%	14.00%	24.00%	20.00%

SOURCE: Created by Review Team, 2005.

Responsibility includes periodic and annual performance assessment, providing needed supplies and materials, completing time-sheets, and completing all required reports.

SURVEY DATA

The review team collected survey data and overall responses related to custodial services and maintenance of facilities was favorable, but the responses questioned the timeliness of repairs. When asked to respond to the statement, Buildings are properly maintained in a timely manner, 69.4 percent of parents, 88.8 percent of students, 44 percent of principals and teachers, and 55.5 percent of district administration and support staff responded as agreeing or strongly agreeing. Interestingly, 27.7 percent of parents, 22.2 percent of students, 22 percent of principals and teachers, and 22.2 percent of district administration and support staff responded as having no opinion. CCAISD should improve the repair and maintenance of facilities as a result of the passage of the bond issue that provides additional funds for needed work.

**CHAPTER 9
FOOD SERVICES**

PUBLISHED MENUS

The district has developed a process to have the local newspaper publish weekly menus.

Food services staff for CCAISD provides the local newspaper with the upcoming monthly breakfast and lunch menus on the last day of each month. The newspaper then prints the weekly menus for its readers. This process allows for parents to view the menus without a need for a computer to look online, and reduces overhead in the district for printing menus for students to take home.

The published menu process used in CCAISD can be used as a model for other school districts and is in line with best practices.

NUTRITIONAL PLANNING

CCAISD has implemented a meal planning software application that allows menu planning using recipes with

**EXHIBIT A-18
SURVEY RESULTS FROM DISTRICT ADMINISTRATIVE AND SUPPORT STAFF**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
District salaries are competitive with similar positions in the job market.	11.11%	11.11%	33.33%	33.33%	11.11%
The district has a good and timely program for orienting new employees.	0.00%	44.44%	33.33%	11.11%	11.11%
Temporary workers are rarely used.	0.00%	55.56%	22.22%	22.22%	0.00%
The district successfully projects future staffing needs.	11.11%	11.11%	44.44%	33.33%	0.00%
The district has an effective employee recruitment program.	0.00%	33.33%	22.22%	44.44%	0.00%
The district operates an effective staff development program.	11.11%	33.33%	22.22%	33.33%	0.00%
District employees receive annual personnel evaluations.	22.22%	55.56%	11.11%	11.11%	0.00%
The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	11.11%	0.00%	44.44%	33.33%	11.11%
Employees who perform below the standard of expectation are counseled appropriately and timely.	0.00%	44.44%	22.22%	33.33%	0.00%
The district has a fair and timely grievance process.	22.22%	0.00%	55.56%	11.11%	11.11%
The district's health insurance package meets my needs.	22.22%	33.33%	11.11%	0.00%	33.33%

SOURCE: Review Team, 2005.

ingredients available in the current inventory. Staff enters the number of meals and select menu options. As shown in **Exhibit A-19**, the system generates the recipe to use and then calculates the nutritional value of the menu, such as the gram weight, calories, cholesterol, sodium, fiber, iron, calcium, protein, carbohydrates, and fats.

FREE AND REDUCED-PRICED MEAL QUALIFICATION PROCESS

The Texas Department of Agriculture (TDA) reviewed the district's food service program in 2005, found it in compliance, and commended it for a perfect review. CCAISD was one of the first to receive an evaluation under the provisions of the Texas Public School Nutrition Policy.

TDA sent a commendation letter to the district that stated that staff "clearly are committed to safeguarding the health and well-being of their student diners, providing nutritionally

adequate meals and teaching children the relationship between proper eating and good health. Staff exemplifies the highest standards of caring and service."

**CHAPTER 10
TRANSPORTATION**

ORGANIZATION

A director of facilities and transportation reporting directly to the superintendent supervises the transportation function and has responsibility for all facilities and transportation employees.

CCAISD employs all regular school bus drivers (six) full-time by performing other job responsibilities such as custodial, grounds, and/or maintenance assignments, resulting in full time employment and reduced bus driver attrition rates. For the five-year period, 2000–05, the district

**EXHIBIT A-19
SAMPLE RECIPE**

000711 BEEF GROUND ,80/20 Raw-to Cook & Drain..... 011284 ONIONS,DEHYDRATED FLAKES..... 002020 GARLIC POWDER.....	8 LB,raw weight + 10 OZ,raw 6 OZ 1 TBSP + 1 1/2 TSP	1. Brown ground beef. Drain. Add onions and garlic powder. Cook for 5 minutes.
002030 PEPPER,BLACK..... 011966 TOMATOES,CRUSHED,CANNED,HEATED..... 011541 TOMATO PASTE,CANNED,HEATED..... 014429 WATER..... 002003 BASIL,GROUND..... 002027 OREGANO,GROUND..... 002023 MARJORAM,DRIED..... 002042 THYME,GROUND.....	1 1/2 TSP 2/3 #10 CAN 1/4 #10 CAN 1 1/2 QT 3 TBSP + 2 TSP 3 TBSP + 2 TSP 2 TBSP + 2 TSP 1 1/2 TSP	2. Add pepper, canned tomatoes, tomato paste, water, and seasonings. Simmer about 1 hour.
014429 WATER.....	3 GAL	3. Heat water to rolling boil. Add 1 Tbsp salt per 3 gallons water.
020321 SPAGHETTI,COOKED,ENRICHED,W/ADDED SALT.....	3 LB,dry wgt + 1 OZ,dry wgt	4. Slowly add spaghetti (broken in thirds). Stir constantly, until water boils again. Cook 10-12 minutes or until tender; stir occasionally. DO NOT OVERCOOK. Drain well. 5. Stir into meat sauce. 6. Pour into serving pans. 7. Portion 3/4 cup per serving. Note: The ingredient (#20120)for spaghetti includes the nutrient values of adding salt to water. SERVING: 3/4 cup provides 2 ounces of cooked lean meat, 3/8 cup of vegetable, and 1 serving of bread alternate.

Calories	271	Iron	3.26 Mg	Protein	18.03 G	26.60%	Calories from Prot
Cholesterol	46 Mg	Calcium	49.14 Mg	Carbohydrates	30.17 G	44.51%	Calories from Carb
Sodium	208 Mg	Vitamin A	60 RE	Total Fat	8.70 G	28.89%	Calories from T Fat
Dietary Fiber	2.90 G	Vitamin C	16.28 Mg	Saturated Fat	3.25 G	10.78%	Calories from S Fat

SOURCE: CCAISD Food Service Department, 2005.

lost only one bus driver and that was the result of a retirement. Consequently, bus driver attrition is at less than four percent. The district envisioned that each bus driver has the opportunity for full-time employment by combining the bus driving assignment with other job opportunities. For example, two drivers, upon completion of their morning routes assume responsibility for custodial tasks. Having completed custodial assignments during the student day, the drivers complete an afternoon run. In this way, the district can classify the employees as full time and receives additional wages and fringe benefits scheduled for all regular full-time personnel. By permitting this dual employment within the district, CCAISD avoids high bus driver attrition, thus reducing costs of recruiting and minimizing the time the director must devote to providing basic training.

MAINTENANCE AND OPERATION OF VEHICLES

The district only provides basic preventive maintenance services for all vehicles with most repairs outsourced to local vendors and state certified inspections conducted by an Alpine, Texas, firm. Basic services include oil and filter changes, routine lubrication, maintaining working lights, cleaning, and other similar tasks.

Interviews with district finance personnel reveal an understanding of the Texas transportation funding system, including means of estimating revenues accurately and related functions and procedures. District cost for transporting students, given the county's demographics, is at an acceptable level. **Exhibit A-20** shows the costs as a percent of expenditures and total expenditures for CCAISD and the selected peer districts.

CCAISD does not distinguish itself from the four comparison districts in the area of transportation. As illustrated in **Exhibit A-21**, the cost per mile and number of buses is within a reasonable range of the comparison districts. Additionally, the school district encompasses a total of 4,891 square miles with two of its six routes in excess of 70 miles round trip each day.

TRANSPORTATION LINEAR DENSITY

Texas school districts receive state funding for transportation based on their linear density. Linear density is calculated by dividing the number of route miles driven by the number of students transported on regular routes, counting only those students who live more than two miles away from their school

EXHIBIT A-20
TOTAL AND PERCENT OF EXPENDITURES OF OPERATING BUDGET
2004-05

DISTRICT	TOTAL EXPENDITURES	PERCENT OF EXPENDITURES
Bovina	\$110,977	3.15%
Culberson	\$179,867	3.5%
Ft. Hancock	\$151,258	3.0%
Marfa	\$48,856	1.34%
San Perlita	\$42,700	1.86%

SOURCE: Texas Education Agency, PEIMS, 2004-05.

EXHIBIT A-21
TRANSPORTATION DATA ON PEER DISTRICTS
2004-05

DISTRICT	NUMBER OF BUSES	COST PER MILE	TOTAL MILES DRIVEN	AVERAGE DAILY RIDERSHIP
Bovina	9	\$1.58	87,794	58
Culberson	15	\$0.63	197,762	83
Ft. Hancock	6	\$0.66	222,834	402
Marfa	7	\$0.74	107,883	137
San Perlita	4	\$0.94	27,741	43

SOURCE: Texas Education Agency, PEIMS, 2004-05.

or who live on designated hazardous routes. TEA has defined seven linear density groups and allocates per-mile reimbursements based on a district's group.

Exhibit A-22 shows the seven categories as defined by TEA. School districts receive more in state reimbursements as their linear density increases, which encourages districts to design efficient routes with full buses.

Reimbursable miles are those miles driven on routes with students on board. Deadhead miles, or miles driven without

students on board, and maintenance miles, also driven without students, are not reimbursable. TEA evaluates its group assignments every two years by recalculating linear densities.

The calculation of linear density does not count students who live within two miles of their schools but who receive bus transportation unless they live along a route designated by the district's board as being too hazardous for the students to walk. For example, if a student must cross a major road without a crossing signal, a hazardous condition exists. School districts may apply to TEA for additional reimbursement

EXHIBIT A-22
STATE LINEAR DENSITY REIMBURSEMENT FOR REGULAR BUS ROUTES
2003-04

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: Article III, Section 1, Texas Education Code, May 20, 2001.

funds of up to 10 percent of their regular transportation allotment for busing students on designated hazardous routes. Districts count students who live on hazardous routes in the same manner as students who live more than two miles away. The linear density calculation also includes them.

TRANSPORTATION ROUTING

The district does not use an automated routing process, but given the small number of routes, its manual process is efficient.

The director of facilities and transportation reviews routes and ridership as he adds or deletes stops. The director is responsible for reviewing route efficiency and determining optimal routes design. He rides each route as necessary and considers overall route mileage, along with the addition of stops for new students as well as the removal of stops for students who no longer attend school or desire to ride the bus.

TEA requires districts to maintain an official turn-by-turn round-trip route description for each reported route that documents eligible total daily mileage. The CCAISD director maintains route descriptions and ridership by student name as required.

BUS EVACUATION DRILLS

The National Highway Transportation Safety Administration's Highway Safety Program Guideline Number 17 establishes minimum recommendations for pupil transportation safety. The guideline recommends that at least once during each school semester, each student transported from home to school in a school bus should receive instruction in safe riding practices, proper loading and unloading techniques, and proper street crossing to and from school bus stops. In addition, each student should participate in a supervised timed emergency evacuation drill. The Texas Department of Public Safety strongly recommends bus evacuation drills to ensure student safety in the event of an accident. CCAISD conducts drills in accordance with all requirements and maintains records of these activities.

CHAPTER 11 SAFETY AND SECURITY

All general information for safety and security is found within the chapter.

CHAPTER 12 COMMUNITY INVOLVEMENT

COMMUNITY SUPPORT

CCAISD has a process for soliciting financial and in-kind contributions for the district's athletic and academic events.

CCAISD enjoys strong and enthusiastic community support throughout the school year. Sponsors of the activity or event, or by a member of the CCAISD district or school-level staff typically conduct solicitations.

In interviews with both community members and school district personnel, there was strong agreement that the community supports both the athletic and academic activities of the schools. Several local businesses are very supportive of school activities. Area businesses donate money or time in the form of volunteering at school events.

The high school produces a calendar with the football team's game schedule mounted on a large, attractive poster filled with ads from local businesses. The athletic director coordinates the production of the calendar and secures the advertising. During the site visit, the review team noted that numerous businesses throughout the town prominently displayed copies of the poster. Athletic events such as football and basketball games draw high attendance from the community and members of the school district.

In addition, each of the schools has events throughout the year that draw the community both in terms of attendance and involvement in the preparation of the event. The Rotary Club sponsors an annual enchilada dinner that is very popular. Other events include a fall festival, ice cream socials, Fiesta Days (to celebrate Cinco de Mayo), and Thanksgiving Day luncheon. The luncheon consists of inviting parents to the school to eat with their children on a school day prior to the Thanksgiving holiday. The elementary school this year served over 800 meals.

The local Rotary Club is also a strong supporter of academics as evidenced by its awarding of a \$1,000 scholarship each year to a Van Horn High School senior. Scholarship applicants must have a minimum 3.0 grade point average (GPA) and have a record of community service. In addition, they must write an essay judged by members of the Rotary Club who then determine which student will receive the award. Club representatives work closely with teachers and school

guidance counselors to coordinate the process of announcing the availability of the scholarship, providing assistance with completing the application, and encouraging deserving students to apply for the award.

The local media consists primarily of a weekly newspaper, The Van Horn Advocate, and a local cable access channel that airs school announcements and other school-related information. The newspaper sends a reporter to each school board meeting and prints highlights of board actions in the next edition. The newspaper also runs announcements of school events including board meetings, athletic activities, and special occasions.

SURVEYS

The review team conducted surveys with CCAISD parents, students, teachers, principals, and central office administrators to gather their perceptions of the district’s operational effectiveness. Exhibits A-23 through A-25 illustrate the survey results for principals and teachers, central office administrators, and parents. In Exhibit A-23, nearly 50 percent of principals and teachers felt that the district communicates regularly with parents, and a nearly equal 48 percent felt that the district readily made facilities available for community use. A majority of respondents, 52 percent, felt the schools had sufficient volunteer help with school programs and student assistance. Only 25 percent of respondents in this group felt that the local television and radio stations reported school news regularly.

Exhibit A-24 shows the responses of central office administrators. When the review team polled this group on their opinion of community involvement in the district, the percentage who felt that the district communicates regularly with parents was nearly double that of principals and teachers, with over 88 percent of this group responding positively. This group also had a much higher percentage of responses agreeing that the local media outlets regularly reported school news and menus, with 67 percent responding favorably as compared with only 25 percent of principals and teachers.

Parents were the third group to provide responses to the survey on community involvement. As shown in Exhibit A-25, their responses were evenly distributed across the scale from strongly agree to strongly disagree, with no one area standing out either positively or negatively. The most striking difference between this group of respondents and the previous two groups is that the parents had significantly more responses in the strongly agree category. Nearly 20 percent strongly agreed that the district communicated with parents regularly, and nearly 14 percent strongly agreed that the district facilities were open for community use. Like the previous groups, a majority of parents (55 percent) felt that the schools lack sufficient volunteers.

**EXHIBIT A-23
RESULTS FROM PRINCIPALS’ AND TEACHERS’ SURVEYS**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
The district regularly communicates with parents.	*	46.94%	16.33%	26.53%	8.16%
The local television and radio stations regularly report school news and menus.	*	25.00%	43.75%	16.67%	14.58%
Schools have plenty of volunteers to help student and school programs.	*	12.00%	36.00%	38.00%	14.00%
District facilities are open for community use.	*	48.00%	22.00%	20.00%	8.00%

* Cell sizes less than 5 percent have been masked.
SOURCE: School Review Team, 2005.

**EXHIBIT A-24
RESULTS FROM DISTRICT ADMINISTRATIVE AND SUPPORT STAFF SURVEYS**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
The district regularly communicates with parents.	*	88.89%	*	*	11.11%
The local television and radio stations regularly report school news and menus.	*	66.67%	11.11%	22.22%	*
Schools have plenty of volunteers to help student and school programs.	*	33.33%	33.33%	22.22%	11.11%
District facilities are open for community use.	11.11%	22.22%	22.22%	33.33%	11.11%

* Cell sizes less than 5 percent have been masked.
SOURCE: School Review Team, 2005.

**EXHIBIT A-25
RESULTS FROM PARENTS SURVEY**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
The district regularly communicates with parents.	16.67%	25.00%	13.89%	33.33%	11.11%
District facilities are open for community use.	13.89%	22.22%	27.78%	30.56%	5.56%
Schools have plenty of volunteers to help students and school programs.	8.33%	8.33%	27.78%	30.56%	25.00%

SOURCE: School Review Team, 2005.

COMMUNITY OPEN HOUSE, FOCUS, AND GROUP INTERVIEW COMMENTS

COMMUNITY OPEN HOUSE

As part of the review process, the review team held a Community Open House and several focus groups for a variety of participants to obtain additional input. On November 29, 2005, the School Performance Review team in conjunction with Culberson County-Allamore ISD officials hosted an Open House meeting at the Culberson High School, from 5:00 to 7:00 PM to afford all CCAISD stakeholders an opportunity to give input regarding the twelve functional areas being reviewed.

In addition, input was given at focus or interview group sessions held with district staff and stakeholders during onsite work, the week of November 29 through December 3, 2005.

Below is a summary of actual comments from attendees at the Community Open House and Focus and Group interviews, organized by area of review.

The following comments convey opinions of Culberson County-Allamore ISD stakeholders and do not reflect the findings or opinions of the Legislative Budget Board or the review team.

COMMUNITY OPEN HOUSE

EDUCATIONAL SERVICES

- The kids can get out of classes what they choose to put into it. Sometimes it seems that some of the expectations are set too low.
- Last year a coach who taught World Geography showed “Band of Brothers” over two weeks which I thought was inappropriate. Also teachers’ computer use (i.e., playing cares) needs to be monitored.
- Many of the teachers are very talented.
- High school math is excellent.
- High school counselors need to reach out to students.
- Small classes/community seems to be stabilizing.
- Great teachers – dedicated.
- Elementary principal – strong, positive.
- Reading First started mid-year last year – [my child] started in program; seemed to be progressing but now not offered in next grade.

- Technology on Wheels (TOW) twice a year from RESC XVIII – kids get to do small projects.
- Elementary math teachers get ½ day each six weeks to plan- subs provided. Last year, it was math and science teachers. Both groups should be given ½ day each six weeks to plan, look at scores, etc.
- Grade level teams – departmentalized. Grades 3,4,5 got to meet ½ day to plan for first time (as a team) – subs provided.
- If teachers go to staff development meetings at RESC XVIII, district provides a car.
- Elementary principal purchased supplemental math for each student (5th grade) teacher requested- she teaches all 5th grade math.
- [My child] experienced some prejudice in her second grade class.
- Van Horn is very fortunate to have the quality teachers which we have. I have been very pleased with all teachers my children have experienced. I do think there needs to be a better system of removing teachers who need to move on.
- Our system seems to encourage “continuing” education and training with the teaching staff.
- Issues with attendance makeup – it should be hour for hour makeup.

RISK MANAGEMENT

- The risk management plans are in a state of constant flux due to changing challenges and risks.
- The few incidents we have had were handled adequately.
- The superintendent is active in the local emergency management process.

FACILITIES CONSTRUCTION, USE, AND MANAGEMENT

- The new bond issue will address the most severe issues – I am pleased it passed with such a large margin.
- More public use of the facilities after hours would be beneficial (i.e., computers, GED classes, weight room, etc.)

- The prolonged debate over the baseball field with multiple bids over several years and still no facility is ridiculous.
- It would be a better use of resources to spend money on upgrading buildings; rather than spending money building a baseball field.
- Academics should be placed ahead of sports.
- I feel our district needs better direction with the upkeep of our school buildings and surroundings. My children have said they will not use the restroom facilities because they are “awful”. That is uncalled for, maybe the administration have never walked around and looked over our facilities. We need to show our kids pride in our school, so they will learn pride in their lives.
- Too much work for two custodians at high school – clean rooms and gym – pressure to do both the band hall and sometimes auditorium. Both custodians have asked for help and were told ONLY 2 persons – not enough time, so which area has priority gets done.
- Lots of questions and pressure- teachers go to principal and principal feels spur and comes back to them.
- Need video camera in high school by restrooms – drugs, graffiti, etc.
- Custodial personnel – two at high school not enough time to do the job.
- Custodial supplies are located at maintenance and can be difficult to retrieve.
- There is a problem when the district is more interested in building a baseball field than in hiring enough first and second grade teachers to keep the teacher to student ratio down. Children do not get much one-on-one attention in big classes.

FINANCIAL MANAGEMENT

- The business office seems to be very efficient and fiscally accountable.
- The audits are usually very good.
- Sometimes the priorities of the board regarding fiscal matters are a little skewed.
- From what I know the finances of our school district are very good. It does bother me when our school seems to “pinch pennies” on our teaching system. When the

monies are there to hire teachers, the administration seems to deny the campuses to fill the desired position. I am mainly speaking of the teaching staff where the teachers are handed more responsibilities and larger classes in the elementary school. I believe the administration sometimes forgets the elementary classes are the building blocks to great students and great scores.

FOOD SERVICES

- The food service is good.
- The ladies make the best enchiladas.
- The policy for meals for students with no money on their card could be better.
- Overall the food service is pretty good. I will say, the breakfast menu is not one I would serve my kids. It is a very high fat menu. A simple menu of fruit and cereal is much healthier, than some of the items they serve.
- There are only a handful of children that pay for their lunches. The meals should be free for everyone. Most schools that have so few that pay, have gone to free lunches for everyone. The little money made would be offset by the smaller amount of paperwork. Children who have parents that forget to pay have been threatened with just getting a peanut butter sandwich. It is embarrassing.

TRANSPORTATION

- Transportation is adequate.
- Drivers have to use own/personal cell phones, district should provide.
- Video cameras on buses is a good idea.

HUMAN RESOURCES

- CCAISD has improved in this area over the last few years; however, there still seems to be occasional conflict between administration and staff.
- Although not totally the schools’ fault, there is often too much emphasis on teaching the TAKS.
- CCAISD attempts to hire qualified staff, but it is often difficult to attract teachers in this area.

COMPUTERS & TECHNOLOGY

- Although the district attempts to get all the grant funding for technology that they can, a lot of upgrading is needed.

- The district Web site with grade speed is phenomenal.
- I feel our school district has gone the extra mile in being up-to-date in technology. The offering of grade speed to parents is very helpful.
- There needs to be more training in technology for the classroom teachers and a more organized technology curriculum for elementary grades.

COMMUNITY INVOLVEMENT

- The District administrators are active in the community; however, the individual teachers are often cliquish. I do not even know many of the teachers at the elementary and junior high campuses now that I have no children there. Sometimes it seems as if they are their own community.
- High School Student Council and National Honor Society are active in community service.

SAFETY AND SECURITY

- We are fortunate to be in a small town where crime is a minimum. I do believe when a problem arises with some students breaking the rules not all students should be punished. Our junior high seems to be taking on all the circumstances of the would (the what if's) and sentencing the entire student body, instead of the few children causing the problems.
- Incident with high school football coach was handled very effectively by the principal and superintendent. The coach was vindictive with actions and grading in athletics class based on extra curricular activity (football).
- Install fencing between the elementary junior high schools as well as the maintenance facility yard.

DISTRICT MANAGEMENT

- There are few newer board members that seem to have personal agendas rather than looking at what is best for the students or the district as a whole. They seem to have difficulty getting a quorum at times. Need Board training for newer members. Also, I do not know if the absent (moved) board member has ever resigned.
- The superintendent seems to be very professional and dedicated to her school and the students. She seems to persevere despite the Board.
- Our school system seems to always be a mess. The administration with the Board, the administration with

the principals. We seem to have a constant turn over of something (leadership) all the time. If we should ever get everyone on the right page, at the right time, our district would finally accomplish its goals.

FOCUS AND GROUP INTERVIEW COMMENTS

COMMUNITY INVOLVEMENT FOCUS GROUP

DISCUSSION:

- Several local civic organizations support the activities of the district, including the Rotary Club, the Lions Club, and the Knights of Columbus
- The Rotary Club provides need-based scholarships to college-bound seniors each year; all funds not expended because student's lack family support & encouragement to leave town and go to college
- There are a large number of single parent families in town and these children do not have the support they need to be successful in school and after graduation
- Rotary Club sponsors annual enchilada dinner as a community event with a very large turnout each year
- Rotary sponsors foreign student exchange in which one Van Horn High (VHH) student lives with a foreign family for one year and a foreign student lives with a local family; this year's VHH student went to Brazil
- Several local businesses are active boosters of the school district: Collin's Oil, Radio Shack, Chuy's Mexican Restaurant, and McDonald's
- Collins' Oil sponsors ads in the football calendar and helps defray printing costs
- Space exploration and technology company (Blue Origin) has purchased over 100,000 acres in town; all speculative now, but has the potential to make Culberson a technology boom town in five to ten years
- Van Horn Jubilee started in 1990 as the ultimate class reunion for all Van Horn High graduates; event staged every five years, and has grown from a few hundred participants to over 1,600 in 2005
- The "V" carved into the mountain on the edge of town serves as a point of rallying pride during athletic seasons
- Great support from the community for the superintendent and the schools

- Worry about declining population, but determined to stay and grow

INSTRUCTIONAL AIDE GROUP INTERVIEW

DISCUSSION:

- The instructional aides began as volunteers in the schools because they felt like they could make a difference.
- The aides attend TOPS training offered by the Regional Education Service Center XVIII. This training is required. If the aides want to go to other workshops or attend any additional training opportunities, they must research on-line for what is available. They communicate the opportunities to each other, as there is little communication from the district administration.
- The three campuses in CCAISD are inconsistent in relation to instructional aide training requirements.
- The last salary increase for instructional aides was ten years ago. Other employees have received raises, but aides have not.
- The responsibilities of the aide go beyond the basic job description.
- Substitute teachers make more money, and they are usually not certified.
- The aides are not allowed to run extracurricular activities, but they are asked to cover for classroom teachers even though they (aides) are not certified. Substitutes may not be certified, but cover classes, and they are paid more.
- An aide has done homebound instruction for a student, and an aide traveled as a sponsor of an athletic event, but she did not get paid. She was given comp time because she asked.
- There is no training for the position of aide. Safety training is missing, but a blood pathogen training was conducted at the beginning of the year.
- Some aides working with athletics receive CPR training.
- There are not many parent volunteers in CCAISD. Parents have to work 2 or 3 jobs, and many of those parents are intimidated by their own lack of education.
- There are some programs that seem to offer community outreach—a drug avoidance program in the elementary

and junior high schools, and the Gear Up program at the junior high.

- There is a student handbook, but there is little administrative support for enforcing rules, especially at the high school. Dress code is mainly enforced at the elementary school.
- Schools are not secure. If a student is jailed, they should be removed from school, but that does not always happen. There is a lack of communication, and there are safety issues, especially at the high school.

READING FIRST GROUP INTERVIEW

DISCUSSION:

- Reading First Grant was awarded to CCAISD last year, so this is the first full year of implementation.
- The grant is for five years (including last year) for kindergarten through third grade.
- To qualify for a Reading First Grant, a district must have low passing rate on state-administered reading test for third grade and low socio-economic status (at least 15% of students)
- The Reading First grant awarded the district \$200,000 (100%) for the first year of implementation. The district will receive a reduced percentage for each year of the grant—75% for the second year, 50% for the third year, and 25% for the fourth year.
- The first year monies were used for furniture, materials, and computer software.
- Each teacher gets two computers.
- This year they are using a three-tier reading model for reading intervention.

Tier 1-90 minutes daily for every student

Tier 2-(for students not on grade level)

90 minutes daily and 30 additional minutes each day for two rounds of 8-10 weeks each (two semesters)

Students in Tier 2 are monitored every two weeks with DIBELS (Dynamic Indicators of Basic Early Literacy Skills)

Tier 2 also uses ERI (Early Reading Intervention) which includes letter sounds and blending.

If students do not show adequate progress, go to Tier 3.

Tier 3-smaller group intervention. Students may remain at Tier 3 for up to one year. Students receive up to an additional 60 minutes of instruction per day with an interventionist.

If students do not progress, they are referred to Special Education.

- Five components of the Reading First program include phonics, phonemic awareness (not in third grade), fluency and comprehension (not in kindergarten), and vocabulary.
- The basal reading program, Scott Foresman, was not addressing the five components of Reading First so the district added Scott Foresman/ LINKS. LINKS is scientifically-based and stresses phonemic awareness and phonics.
- Students are grouped heterogeneously so students can help each other. The teacher pulls students into homogenous small groups to address specific needs.
- The goal is to have the special education teacher come into the classroom with the special education students, and work with those students and others who have a low reading level.
- The principal has a leadership role and helps with planning and priorities. He is also planning for when the grant ends, how to cover salaries and supplies. He wants to have a plan for sustainability.
- They are putting together a campus leadership committee that is required by the state.
- The Reading coach does observations of classrooms daily. She debriefs with the teachers immediately.
- Lesson plans for the program are scripted and precise. Substitute teachers have been familiarized with the program because the lesson plans must be followed daily without interruption.
- This type of program is structured, and poor attendance affects the student performance.
- The program is funded by grant monies so the group would like to see the district provide additional money from the school budget to support the program. Hiring additional aides would also be helpful.

- Evaluation outcomes include:
Kindergarten-TPRI
Grades 1-2 -ITBS
Grade 3 –TAKS

SCHOOL PRINCIPALS GROUP INTERVIEW

DISCUSSION:

- Community support for schools is strong.
- Local business contribute money and in-kind services to schools.
- Several businesses have long-standing commitments, sponsorships of both athletic and academic activities.
- Several annual events bring the community together at school: Fun Friday, Fiesta Day, Fall Festival, Spring Field Day, Ice Cream Social.
- Elementary school has just begun to get a PTO established and active in the school.
- Volunteer coordinator at the schools or district office would help schools better coordinate their efforts to reach out to the community and vice-versa.
- Thanksgiving Day lunch drew hundreds of parents and community members to the elementary school.
- Would like to see better parent/teacher relationships.
- The local McDonalds is a big supporter of school events.
- The Chamber of Commerce and local civic organizations are very supportive of the schools.
- Parents at the high school of very supportive of the band and athletics; would like to see more involvement in academics.
- Providing parents with online access to grades has been very successful.
- An Open House is held at the schools in fall and spring and dates are staggered to allow parents to attend all three if they desire.
- The district publishes a monthly calendar (“The Refrigerator Page”) listing events throughout the school district.
- Schools are encouraged to reach out to the community with a variety of programs to reach all constituents (e.g., enchilada dinners, book fairs, ice cream socials, etc.).

- The schools serve as branch campuses for continuing education (e.g., classes are offered at the high school to persons seeking licensure as certified day care providers).
- Community forums are held to solicit public input on district activities and the community is invited to attend school board meetings.

FOOD SERVICE GROUP INTERVIEW

DISCUSSION:

- Five out of the seven staff members have been with the district between 12 and 28 years.
- All participants stated that they like their jobs.
- Participants stated that they feel like they are not important to other district staff.
- Participants like working on menus, but the supervisor changes selections on a daily basis
- Staff cannot call in sick, otherwise the supervisor gets upset since it is difficult to find substitutes.
- Supervisor comes in sick so they feel that they have to come in sick too.
- All staff attend training annually.
- All staff are cross-trained to help each other.
- Participants questioned why they have to work all day (8 hours) then told to cook, serve, and clean up for banquets.
- Staff sometimes learn about banquets at the last minute.
- Students complain that there is not enough food but staff use predetermined portions according to the menu planner.
- Not all of the ovens in the kitchen work.

DISTRICT ADMINISTRATIVE AND SUPPORT STAFF SURVEY

N = 9

Note: Totals may not equal 100 percent due to rounding.

PART A. DEMOGRAPHIC DATA

STATEMENT	FEMALE	MALE
1. Gender (Optional)	77.78%	22.22%

STATEMENT	NO RESPONSE	AFRICAN AMERICAN	ANGLO	HISPANIC	ASIAN	OTHER
2. Ethnicity (Optional)	0.00%	0.00%	22.22%	77.78%	0.00%	0.00%

STATEMENT	1-5 YEARS	6-10 YEARS	11-15 YEARS	16-20 YEARS	20+ YEARS
3. How long have you been employed by CCAISD?	44.44%	22.22%	11.11%	0.00%	22.22%

STATEMENT	ADMINISTRATOR	CLERICAL STAFF	SUPPORT STAFF
4. Are you a(n):	33.33%	44.44%	22.22%

STATEMENT	1-5 YEARS	6-10 YEARS	11-15 YEARS	16-20 YEARS	20+ YEARS
5. How long have you been employed in this capacity by CCAISD?	44.44%	22.22%	11.11%	0.00%	22.22%

PART B: SURVEY QUESTIONS

A. DISTRICT ORGANIZATION AND MANAGEMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The school board allows sufficient time for public input at meetings.	22.22%	22.22%	22.22%	22.22%	11.11%
2. School board members listen to the opinions and desires of others.	11.11%	33.33%	11.11%	22.22%	22.22%
3. The superintendent is a respected and effective instructional leader.	11.11%	66.67%	0.00%	22.22%	0.00%
4. The superintendent is a respected and effective business manager.	11.11%	44.44%	11.11%	33.33%	0.00%
5. Central administration is efficient.	11.11%	55.56%	22.22%	11.11%	0.00%
6. Central administration supports the educational process.	22.22%	55.56%	11.11%	11.11%	0.00%
7. The morale of central administration staff is good.	33.33%	33.33%	22.22%	11.11%	0.00%

B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
8. Education is the main priority in our school district.	11.11%	55.56%	0.00%	22.22%	11.11%
9. Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	22.22%	44.44%	11.11%	22.22%	0.00%

B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT (CONTINUED)

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
10. The needs of the college-bound student are being met.	11.11%	22.22%	22.22%	44.44%	0.00%
11. The needs of the work-bound student are being met.	11.11%	33.33%	11.11%	44.44%	0.00%
12. The district has effective educational programs for the following:					
a) Reading	11.11%	66.67%	11.11%	11.11%	0.00%
b) Writing	11.11%	55.56%	11.11%	22.22%	0.00%
c) Mathematics	11.11%	44.44%	11.11%	33.33%	0.00%
d) Science	0.00%	44.44%	22.22%	22.22%	11.11%
e) English or Language Arts	11.11%	44.44%	22.22%	22.22%	0.00%
f) Computer Instruction	11.11%	44.44%	11.11%	33.33%	0.00%
g) Social Studies (history or geography)	11.11%	44.44%	33.33%	11.11%	0.00%
h) Fine Arts	0.00%	55.56%	33.33%	11.11%	0.00%
i) Physical Education	12.50%	75.00%	0.00%	12.50%	0.00%
j) Business Education	11.11%	33.33%	33.33%	22.22%	0.00%
k) Vocational (Career and Technology) Education	11.11%	22.22%	33.33%	33.33%	0.00%
l) Foreign Language	12.50%	37.50%	25.00%	25.00%	0.00%
13. The district has effective special programs for the following:					
a) Library Service	11.11%	66.67%	11.11%	11.11%	0.00%
b) Honors/Gifted and Talented Education	0.00%	44.44%	33.33%	22.22%	0.00%
c) Special Education	11.11%	66.67%	11.11%	11.11%	0.00%
d) Head Start and Even Start programs	0.00%	44.44%	55.56%	0.00%	0.00%
e) Dyslexia program	0.00%	33.33%	22.22%	33.33%	11.11%
f) Student mentoring program	11.11%	22.22%	22.22%	44.44%	0.00%
g) Advanced placement program	11.11%	22.22%	33.33%	33.33%	0.00%
h) Literacy program	12.50%	12.50%	25.00%	50.00%	0.00%
i) Programs for students at risk of dropping out of school	12.50%	37.50%	25.00%	25.00%	0.00%
j) Summer school programs	11.11%	33.33%	33.33%	22.22%	0.00%
k) Alternative education programs	11.11%	44.44%	22.22%	22.22%	0.00%
l) "English as a second language" program	0.00%	66.67%	11.11%	22.22%	0.00%
m) Career counseling program	11.11%	33.33%	11.11%	33.33%	11.11%
n) College counseling program	11.11%	44.44%	0.00%	33.33%	11.11%
o) Counseling the parents of students	11.11%	22.22%	22.22%	33.33%	11.11%
p) Drop out prevention program	22.22%	11.11%	33.33%	33.33%	0.00%
14. Parents are immediately notified if a child is absent from school.	11.11%	33.33%	33.33%	11.11%	11.11%
15. Teacher turnover is low.	0.00%	44.44%	11.11%	22.22%	22.22%
16. Highly qualified teachers fill job openings.	0.00%	25.00%	25.00%	37.50%	12.50%
17. Teacher openings are filled quickly.	0.00%	33.33%	11.11%	33.33%	22.22%
18. Teachers are rewarded for superior performance.	11.11%	22.22%	22.22%	22.22%	22.22%
19. Teachers are counseled about less than satisfactory performance.	0.00%	44.44%	33.33%	11.11%	11.11%

B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT (CONTINUED)

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
20. All schools have equal access to educational materials such as computers, television monitors, science labs, and art classes.	11.11%	44.44%	22.22%	11.11%	11.11%
21. The student-to-teacher ratio is reasonable.	11.11%	66.67%	11.11%	11.11%	0.00%
22. Students have access, when needed, to a school nurse.	11.11%	88.89%	0.00%	0.00%	0.00%
23. Classrooms are seldom left unattended.	0.00%	55.56%	22.22%	22.22%	0.00%

C. PERSONNEL

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
24. District salaries are competitive with similar positions in the job market.	11.11%	11.11%	33.33%	33.33%	11.11%
25. The district has a good and timely program for orienting new employees.	0.00%	44.44%	33.33%	11.11%	11.11%
26. Temporary workers are rarely used.	0.00%	55.56%	22.22%	22.22%	0.00%
27. The district successfully projects future staffing needs.	11.11%	11.11%	44.44%	33.33%	0.00%
28. The district has an effective employee recruitment program.	0.00%	33.33%	22.22%	44.44%	0.00%
29. The district operates an effective staff development program.	11.11%	33.33%	22.22%	33.33%	0.00%
30. District employees receive annual personnel evaluations.	22.22%	55.56%	11.11%	11.11%	0.00%
31. The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	11.11%	0.00%	44.44%	33.33%	11.11%
32. Employees who perform below the standard of expectation are counseled appropriately and timely.	0.00%	44.44%	22.22%	33.33%	0.00%
33. The district has a fair and timely grievance process.	22.22%	0.00%	55.56%	11.11%	11.11%
34. The district's health insurance package meets my needs.	22.22%	33.33%	11.11%	0.00%	33.33%

D. COMMUNITY INVOLVEMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
35. The district regularly communicates with parents.	0.00%	88.89%	0.00%	0.00%	11.11%
36. The local television and radio stations regularly report school news and menus.	0.00%	66.67%	11.11%	22.22%	0.00%
37. Schools have plenty of volunteers to help student and school programs.	0.00%	33.33%	33.33%	22.22%	11.11%
38. District facilities are open for community use.	11.11%	22.22%	22.22%	33.33%	11.11%

E. FACILITIES USE AND MANAGEMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
39. Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	11.11%	0.00%	55.56%	22.22%	11.11%
40. The architect and construction managers are selected objectively and impersonally.	11.11%	22.22%	44.44%	22.22%	0.00%
41. Schools are clean.	22.22%	77.78%	0.00%	0.00%	0.00%
42. Buildings are properly maintained in a timely manner.	11.11%	44.44%	22.22%	22.22%	0.00%
43. Repairs are made in a timely manner.	22.22%	33.33%	22.22%	22.22%	0.00%
44. Emergency maintenance is handled promptly.	22.22%	33.33%	22.22%	22.22%	0.00%

F. FINANCIAL MANAGEMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
45. Site-based budgeting is used effectively to extend the involvement of principals and teachers.	11.11%	11.11%	44.44%	22.22%	11.11%
46. Campus administrators are well trained in fiscal management techniques.	0.00%	33.33%	55.56%	11.11%	0.00%
47. The district's financial reports are easy to read and understand.	0.00%	33.33%	22.22%	33.33%	11.11%
48. Financial reports are made available to community members when asked.	11.11%	22.22%	33.33%	22.22%	11.11%

G. PURCHASING AND WAREHOUSING

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
49. Purchasing gets me what I need when I need it.	22.22%	55.56%	0.00%	22.22%	0.00%
50. Purchasing acquires the highest quality materials and equipment at the lowest cost.	11.11%	66.67%	11.11%	11.11%	0.00%
51. Purchasing processes are not cumbersome for the requestor.	11.11%	44.44%	22.22%	22.22%	0.00%
52. The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	0.00%	66.67%	11.11%	0.00%	22.22%
53. Students are issued textbooks in a timely manner.	11.11%	33.33%	33.33%	22.22%	0.00%
54. Textbooks are in good shape.	0.00%	44.44%	33.33%	22.22%	0.00%
55. The school library meets student needs for books and other resources for students.	11.11%	66.67%	0.00%	22.22%	0.00%

H. SAFETY AND SECURITY

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
56. Gangs are not a problem in this district.	22.22%	77.78%	0.00%	0.00%	0.00%
57. Drugs are not a problem in this district.	0.00%	22.22%	33.33%	22.22%	22.22%
58. Vandalism is not a problem in this district.	0.00%	55.56%	11.11%	22.22%	11.11%
59. Security personnel have a good working relationship with principals and teachers.	11.11%	33.33%	44.44%	11.11%	0.00%

H. SAFETY AND SECURITY (CONTINUED)

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
60. Security personnel are respected and liked by the students they serve.	11.11%	22.22%	55.56%	11.11%	0.00%
61. A good working arrangement exists between local law enforcement and the district.	11.11%	44.44%	11.11%	33.33%	0.00%
62. Students receive fair and equitable discipline for misconduct.	11.11%	22.22%	33.33%	22.22%	11.11%

PRINCIPAL AND TEACHER SURVEY

N = 50

Note: Totals may not equal 100 percent due to rounding.

PART A. DEMOGRAPHIC DATA

STATEMENT	NO RESPONSE	FEMALE	MALE
1. Gender (Optional)	4.00%	68.00%	28.00%

STATEMENT	NO RESPONSE	AFRICAN AMERICAN	ANGLO	HISPANIC	ASIAN	OTHER
2. Ethnicity (Optional)	4.00%	0.00%	62.22%	34.00%	0.00%	0.00%

STATEMENT	NO RESPONSE	1-5 YEARS	6-10 YEARS	11-15 YEARS	16-20 YEARS	20+ YEARS
3. How long have you been employed by CCAISD?	4.00%	46.00%	8.00%	14.00%	12.00%	16.00%

STATEMENT	NO RESPONSE	1-5 YEARS	6-10 YEARS	11-15 YEARS	16-20 YEARS	20+ YEARS
4. What grade(s) do you teach this year?						
Pre-Kindergarten	6.00%	Kindergarten	16.00%	First Grade	10.00%	
Second Grade	10.00%	Third Grade	14.00%	Fourth Grade	14.00%	
Fifth Grade	10.00%	Sixth Grade	18.00%	Seventh Grade	26.00%	
Eighth Grade	22.00%	Ninth Grade	35.00%	Tenth Grade	36.00%	
Eleventh Grade	40.00%	Twelfth Grade	40.00%			

PART B: SURVEY QUESTIONS

A. DISTRICT ORGANIZATION AND MANAGEMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The school board allows sufficient time for public input at meetings.	8.00%	32.00%	40.00%	10.00%	10.00%
2. School board members listen to the opinions and desires of others.	10.00%	38.00%	22.00%	22.00%	8.00%
3. School board members work well with the superintendent.	4.17%	10.42%	39.58%	35.42%	10.42%
4. The school board has a good image in the community.	0.00%	25.00%	20.83%	39.58%	14.58%
5. The superintendent is a respected and effective instructional leader.	4.08%	26.53%	22.45%	22.45%	24.49%
6. The superintendent is a respected and effective business manager.	0.00%	32.00%	32.00%	16.00%	20.00%
7. Central administration is efficient.	8.00%	32.00%	32.00%	10.00%	18.00%
8. Central administration supports the educational process.	8.00%	36.00%	32.00%	8.00%	16.00%
9. The morale of central administration staff is good.	6.00%	36.00%	38.00%	8.00%	12.00%

B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT (CONTINUED)

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
10. Education is the main priority in our school district.	8.00%	50.00%	12.00%	20.00%	10.00%
11. Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	6.00%	46.00%	18.00%	20.00%	10.00%
12. The needs of the college-bound student are being met.	2.00%	38.00%	26.00%	22.00%	12.00%
13. The needs of the work-bound student are being met.	0.00%	28.00%	30.00%	24.00%	18.00%
14. The district provides curriculum guides for all grades and subjects.	4.00%	38.00%	12.00%	26.00%	20.00%
15. The curriculum guides are appropriately aligned and coordinated.	4.00%	30.00%	20.00%	24.00%	22.00%
16. The district's curriculum guides clearly outline what to teach and how to teach it.	4.00%	28.00%	22.00%	26.00%	20.00%
17. The district has effective educational programs for the following:					
a) Reading	14.00%	54.00%	6.00%	24.00%	2.00%
b) Writing	8.00%	48.00%	20.00%	20.00%	4.00%
c) Mathematics	4.00%	38.00%	10.00%	36.00%	12.00%
d) Science	6.00%	36.00%	26.00%	24.00%	8.00%
e) English or Language Arts	14.00%	54.00%	16.00%	14.00%	2.00%
f) Computer Instruction	8.00%	46.00%	18.00%	20.00%	8.00%
g) Social Studies (history or geography)	6.00%	56.00%	24.00%	14.00%	0.00%
h) Fine Arts	10.00%	42.00%	24.00%	18.00%	6.00%
i) Physical Education	12.24%	59.18%	12.24%	16.33%	0.00%
j) Business Education	6.12%	26.53%	40.82%	20.41%	6.12%
k) Vocational (Career and Technology) Education	10.00%	22.00%	28.00%	28.00%	12.00%
l) Foreign Language	4.26%	40.43%	25.53%	19.15%	10.64%
18. The district has effective special programs for the following:					
a) Library Service	6.00%	30.00%	18.00%	36.00%	10.00%
b) Honors/Gifted and Talented Education	2.04%	30.61%	24.49%	32.65%	10.20%
c) Special Education	8.00%	56.00%	14.00%	18.00%	4.00%
d) Head Start and Even Start programs	2.04%	22.45%	48.98%	16.33%	10.20%
e) Dyslexia program	2.00%	8.00%	54.00%	24.00%	12.00%
f) Student mentoring program	2.00%	10.00%	48.00%	34.00%	6.00%
g) Advanced placement program	4.00%	12.00%	48.00%	30.00%	6.00%
h) Literacy program	2.00%	24.00%	44.00%	26.00%	4.00%
i) Programs for students at risk of dropping out of school	2.00%	32.00%	32.00%	20.00%	14.00%
j) Summer school programs	0.00%	30.00%	32.00%	28.00%	10.00%
k) Alternative education programs	2.04%	26.53%	32.65%	28.57%	10.20%
l) "English as a second language" program	0.00%	42.00%	28.00%	20.00%	10.00%
m) Career counseling program	2.04%	16.33%	34.69%	22.45%	24.49%
n) College counseling program	2.00%	18.00%	34.00%	24.00%	22.00%

B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT (CONTINUED)

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
o) Counseling the parents of students	0.00%	12.00%	34.00%	36.00%	18.00%
p) Drop out prevention program	0.00%	14.29%	34.69%	34.69%	16.33%
19. Parents are immediately notified if a child is absent from school.	6.00%	40.00%	26.00%	20.00%	8.00%
20. Teacher turnover is low.	0.00%	26.00%	20.00%	34.00%	20.00%
21. Highly qualified teachers fill job openings.	4.08%	42.86%	18.37%	24.49%	10.20%
22. Teacher openings are filled quickly.	4.17%	33.33%	22.92%	25.00%	14.58%
23. Teachers are rewarded for superior performance.	2.00%	12.00%	16.00%	38.00%	32.00%
24. Teachers are counseled about less than satisfactory performance.	0.00%	26.00%	44.00%	20.00%	10.00%
25. Teachers are knowledgeable in the subject areas they teach.	6.25%	60.42%	25.00%	6.25%	2.08%
26. All schools have equal access to educational materials such as computers, television monitors, science labs and art classes.	6.00%	32.00%	20.00%	26.00%	16.00%
27. The student-to-teacher ratio is reasonable.	8.51%	55.32%	12.77%	17.02%	6.38%
28. Classrooms are seldom left unattended.	10.00%	66.00%	16.00%	4.00%	4.00%

C. PERSONNEL

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
29. District salaries are competitive with similar positions in the job market.	0.00%	30.00%	10.00%	34.00%	26.00%
30. The district has a good and timely program for orienting new employees.	0.00%	32.00%	18.00%	30.00%	20.00%
31. Temporary workers are rarely used.	0.00%	28.00%	32.00%	22.00%	18.00%
32. The district successfully projects future staffing needs.	0.00%	22.00%	34.00%	22.00%	22.00%
33. The district has an effective employee recruitment program.	0.00%	18.00%	36.00%	20.00%	26.00%
34. The district operates an effective staff development program.	0.00%	28.00%	16.00%	30.00%	26.00%
35. District employees receive annual personnel evaluations.	8.00%	68.00%	10.00%	12.00%	2.00%
36. The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	0.00%	16.00%	24.00%	30.00%	30.00%
37. Employees who perform below the standard of expectation are counseled appropriately and timely.	0.00%	20.00%	48.00%	24.00%	8.00%
38. The district has a fair and timely grievance process.	0.00%	28.00%	46.00%	18.00%	8.00%
39. The district's health insurance package meets my needs.	0.00%	42.00%	14.00%	24.00%	20.00%

D. COMMUNITY INVOLVEMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
40. The district regularly communicates with parents.	2.04%	46.94%	16.33%	26.53%	8.16%
41. The local television and radio stations regularly report school news and menus.	0.00%	25.00%	43.75%	16.67%	14.58%
42. Schools have plenty of volunteers to help student and school programs.	0.00%	12.00%	36.00%	38.00%	14.00%
43. District facilities are open for community use.	2.00%	48.00%	22.00%	20.00%	8.00%

E. FACILITIES USE AND MANAGEMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
44. The district plans facilities far enough in the future to support enrollment growth.	0.00%	16.67%	43.75%	25.00%	14.58%
45. Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	0.00%	32.00%	24.00%	30.00%	14.00%
46. The architect and construction managers are selected objectively and impersonally.	0.00%	16.67%	60.42%	12.50%	10.42%
47. The quality of new construction is excellent.	0.00%	14.58%	54.17%	12.50%	18.75%
48. Schools are clean.	6.00%	60.00%	12.00%	18.00%	4.00%
49. Buildings are properly maintained in a timely manner.	4.00%	40.00%	22.00%	28.00%	6.00%
50. Repairs are made in a timely manner.	2.00%	32.00%	14.00%	44.00%	8.00%
51. Emergency maintenance is handled promptly.	8.00%	50.00%	22.00%	12.00%	8.00%

F. FINANCIAL MANAGEMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
52. Site-based budgeting is used effectively to extend the involvement of principals and teachers.	0.00%	22.00%	36.00%	24.00%	18.00%
53. Campus administrators are well trained in fiscal management techniques.	0.00%	30.00%	48.00%	8.00%	14.00%
54. Financial resources are allocated fairly and equitably at my school.	0.00%	28.00%	32.00%	22.00%	18.00%

G. PURCHASING AND WAREHOUSING

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
55. Purchasing gets me what I need when I need it.	0.00%	44.00%	12.00%	32.00%	12.00%
56. Purchasing acquires the highest quality materials and equipment at the lowest cost.	0.00%	32.65%	46.94%	10.20%	10.20%
57. Purchasing processes are not cumbersome for the requestor.	0.00%	42.00%	26.00%	16.00%	16.00%
58. Vendors are selected competitively.	0.00%	33.33%	50.00%	6.25%	10.42%
59. The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	0.00%	32.00%	18.00%	32.00%	18.00%

G. PURCHASING AND WAREHOUSING (CONTINUED)

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
60. Students are issued textbooks in a timely manner.	2.08%	70.83%	12.50%	8.33%	6.25%
61. Textbooks are in good shape.	2.04%	69.39%	18.37%	6.12%	4.08%
62. The school library meets the student needs for books and other resources.	0.00%	54.00%	20.00%	18.00%	8.00%

H. FOOD SERVICES

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
63. The cafeteria's food looks and tastes good.	6.12%	61.22%	20.41%	6.12%	6.12%
64. Food is served warm.	8.00%	56.00%	18.00%	14.00%	4.00%
65. Students eat lunch at the appropriate time of day.	6.00%	68.00%	10.00%	6.00%	10.00%
66. Students wait in food lines no longer than 10 minutes.	10.00%	58.00%	22.00%	10.00%	0.00%
67. Discipline and order are maintained in the school cafeteria.	8.00%	64.00%	22.00%	4.00%	2.00%
68. Cafeteria staff is helpful and friendly.	28.00%	50.00%	12.00%	4.00%	6.00%
69. Cafeteria facilities are sanitary and neat.	25.53%	51.06%	14.89%	4.26%	4.26%

I. SAFETY AND SECURITY

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
70. School disturbances are infrequent.	4.00%	64.00%	12.00%	18.00%	2.00%
71. Gangs are not a problem in this district.	16.00%	64.00%	12.00%	6.00%	2.00%
72. Drugs are not a problem in this district.	0.00%	14.00%	20.00%	44.00%	22.00%
73. Vandalism is not a problem in this district.	2.00%	40.00%	24.00%	34.00%	0.00%
74. Security personnel have a good working relationship with principals and teachers.	4.08%	28.57%	48.98%	10.20%	8.16%
75. Security personnel are respected and liked by the students they serve.	4.17%	25.00%	52.08%	10.42%	8.33%
76. A good working arrangement exists between local law enforcement and the district.	6.00%	42.00%	26.00%	16.00%	10.00%
77. Students receive fair and equitable discipline for misconduct.	4.00%	42.00%	16.00%	26.00%	12.00%
78. Safety hazards do not exist on school grounds.	4.00%	30.00%	32.00%	28.00%	6.00%

J. COMPUTERS AND TECHNOLOGY

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
79. Students regularly use computers.	4.08%	75.51%	8.16%	10.20%	2.04%
80. Students have regular access to computer equipment and software in the classroom.	4.00%	62.00%	8.00%	18.00%	8.00%
81. Teachers know how to use computers in the classroom.	2.00%	66.00%	16.00%	14.00%	2.00%

J. COMPUTERS AND TECHNOLOGY (CONTINUED)

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
82. Computers are new enough to be useful for student instruction.	2.00%	64.00%	14.00%	16.00%	4.00%
83. The district meets student needs in classes in computer fundamentals.	2.00%	54.00%	14.00%	22.00%	8.00%
84. The district meets student needs in classes in advanced computer skills.	2.00%	28.00%	28.00%	32.00%	10.00%
85. Teachers and students have easy access to the Internet.	4.00%	60.00%	10.00%	12.00%	14.00%

STUDENT SURVEY

N = 9

Note: Totals may not equal 100 percent due to rounding.

PART A. DEMOGRAPHIC DATA

STATEMENT	FEMALE		MALE			
1. Gender (Optional)	66.67%		33.33%			

STATEMENT	NO RESPONSE	AFRICAN AMERICAN	ANGLO	HISPANIC	ASIAN	OTHER
2. Ethnicity (Optional)	0.00%	0.00%	0.00%	77.78%	11.11%	11.11%

STATEMENT	JUNIOR	SENIOR
3. What is your classification?	88.89%	11.11%

PART B: SURVEY QUESTIONS

A. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The needs of the college-bound student are being met.	0.00%	33.33%	33.33%	33.33%	0.00%
2. The needs of the work-bound student are being met.	0.00%	55.56%	22.22%	22.22%	0.00%
3. The district has effective educational programs for the following:					
a) Reading	11.11%	77.78%	11.11%	0.00%	0.00%
b) Writing	11.11%	55.56%	22.22%	11.11%	0.00%
c) Mathematics	22.22%	44.44%	22.22%	11.11%	0.00%
d) Science	11.11%	33.33%	44.44%	0.00%	11.11%
e) English or Language Arts	11.11%	77.78%	11.11%	0.00%	0.00%
f) Computer Instruction	11.11%	77.78%	11.11%	0.00%	0.00%
g) Social Studies (history or geography)	11.11%	44.44%	44.44%	0.00%	0.00%
h) Fine Arts	22.22%	66.67%	11.11%	0.00%	0.00%
i) Physical Education	22.22%	55.56%	22.22%	0.00%	0.00%
j) Business Education	11.11%	22.22%	66.67%	0.00%	0.00%
k) Vocational (Career and Technology) Education	0.00%	25.00%	62.50%	12.50%	0.00%
l) Foreign Language	12.50%	37.50%	25.00%	12.50%	12.50%
4. The district has effective special programs for the following:					
a) Library Service	0.00%	66.67%	22.22%	11.11%	0.00%
b) Honors/Gifted and Talented Education	0.00%	66.67%	22.22%	11.11%	0.00%
c) Special Education	22.22%	55.56%	11.11%	11.11%	0.00%
d) Student mentoring program	0.00%	44.44%	33.33%	11.11%	11.11%
e) Advanced placement program	11.11%	66.67%	11.11%	11.11%	0.00%
f) Career counseling program	0.00%	33.33%	44.44%	22.22%	0.00%
g) College counseling program	0.00%	22.22%	66.67%	11.11%	0.00%

A. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT (CONTINUED)

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
5. Students have access, when needed, to a school nurse.	0.00%	55.56%	22.22%	22.22%	0.00%
6. Classrooms are seldom left unattended.	0.00%	55.56%	33.33%	0.00%	11.11%
7. The district provides a high quality education.	0.00%	44.44%	22.22%	33.33%	0.00%
8. The district has high quality teachers.	22.22%	33.33%	22.22%	22.22%	0.00%

B. FACILITIES USE AND MANAGEMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
9. Schools are clean.	22.22%	55.56%	22.22%	0.00%	0.00%
10. Buildings are properly maintained in a timely manner.	22.22%	66.67%	11.11%	0.00%	0.00%
11. Repairs are made in a timely manner.	0.00%	77.78%	22.22%	0.00%	0.00%
12. Emergency maintenance is handled promptly.	11.11%	44.44%	44.44%	0.00%	0.00%

C. PURCHASING AND WAREHOUSING

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
13. There are enough textbooks in all my classes.	0.00%	33.33%	11.11%	22.22%	33.33%
14. Students are issued textbooks in a timely manner.	11.11%	33.33%	11.11%	22.22%	22.22%
15. Textbooks are in good shape.	12.50%	12.50%	37.50%	25.00%	12.50%
16. The school library meets student needs for books and other resources.	11.11%	55.56%	22.22%	11.11%	0.00%

D. FOOD SERVICES

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
17. The school breakfast program is available to all children.	44.44%	55.56%	0.00%	0.00%	0.00%
18. The cafeteria's food looks and tastes good.	0.00%	44.44%	22.22%	22.22%	11.11%
19. Food is served warm.	0.00%	33.33%	44.44%	11.11%	11.11%
20. Students have enough time to eat.	0.00%	22.22%	.00%	44.44%	33.33%
21. Students eat lunch at the appropriate time of day.	22.22%	66.67%	11.11%	0.00%	0.00%
22. Students wait in food lines no longer than 10 minutes.	0.00%	55.56%	33.33%	11.11%	0.00%
23. Discipline and order are maintained in the school cafeteria.	0.00%	66.67%	22.22%	11.11%	0.00%
24. Cafeteria staff is helpful and friendly.	22.22%	55.56%	22.22%	0.00%	0.00%
25. Cafeteria facilities are sanitary and neat.	22.22%	66.67%	11.11%	0.00%	0.00%

E. TRANSPORTATION

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
26. I regularly ride the bus.	0.00%	22.22%	11.11%	11.11%	55.56%
27. The bus driver maintains discipline on the bus.	0.00%	33.33%	66.67%	0.00%	0.00%
28. The length of my bus ride is reasonable.	0.00%	22.22%	77.78%	0.00%	0.00%
29. The drop-off zone at the school is safe.	0.00%	33.33%	66.67%	0.00%	0.00%
30. The bus stop near my house is safe.	0.00%	33.33%	66.67%	0.00%	0.00%
31. The bus stop is within walking distance from our home.	0.00%	22.22%	77.78%	0.00%	0.00%
32. Buses arrive and depart on time.	0.00%	33.33%	66.67%	0.00%	0.00%
33. Buses arrive early enough for students to eat breakfast at school.	0.00%	33.33%	66.67%	0.00%	0.00%
34. Buses seldom break down.	0.00%	11.11%	88.89%	0.00%	0.00%
35. Buses are clean.	0.00%	22.22%	77.78%	0.00%	0.00%
36. Bus drivers allow students to sit down before taking off.	11.11%	22.22%	66.67%	0.00%	0.00%

F. SAFETY AND SECURITY

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
37. I feel safe and secure at school.	0.00%	44.44%	22.22%	33.33%	.00%
38. School disturbances are infrequent.	0.00%	22.22%	55.56%	0.00%	22.22%
39. Gangs are not a problem in this district.	11.11%	55.56%	33.33%	0.00%	0.00%
40. Drugs are not a problem in this district.	0.00%	22.22%	44.44%	11.11%	22.22%
41. Vandalism is not a problem in this district.	0.00%	55.56%	22.22%	0.00%	22.22%
42. Security personnel have a good working relationship with principals and teachers.	0.00%	22.22%	66.67%	11.11%	0.00%
43. Security personnel are respected and liked by the students they serve.	0.00%	22.22%	66.67%	11.11%	0.00%
44. A good working arrangement exists between the local law enforcement and the district.	0.00%	33.33%	44.44%	22.22%	0.00%
45. Students receive fair and equitable discipline for misconduct.	0.00%	33.33%	33.33%	22.22%	11.11%
46. Safety hazards do not exist on school grounds.	0.00%	11.11%	77.78%	0.00%	11.11%

G. COMPUTERS AND TECHNOLOGY

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
47. Students have regular access to computer equipment and software in the classroom.	33.33%	55.56%	11.11%	0.00%	0.00%
48. Teachers know how to use computers in the classroom.	33.33%	55.56%	11.11%	0.00%	0.00%
49. Computers are new enough to be useful for student instruction.	22.22%	44.44%	22.22%	11.11%	0.00%
50. The district offers enough classes in computer fundamentals.	33.33%	44.44%	0.00%	22.22%	0.00%

G. COMPUTERS AND TECHNOLOGY (CONTINUED)

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
51. The district meets student needs in advanced computer skills.	11.11%	44.44%	22.22%	22.22%	0.00%
52. Teachers and students have easy access to the Internet.	33.33%	44.44%	11.11%	0.00%	11.11%

PARENT SURVEY

N = 36

Note: Totals may not equal 100 percent due to rounding.

PART A. DEMOGRAPHIC DATA

STATEMENT	MALE	FEMALE	NO RESPONSE
1. Gender (Optional)	50.00%	38.89%	11.11%

STATEMENT	NO RESPONSE	AFRICAN AMERICAN	ANGLO	ASIAN	HISPANIC	OTHER
2. Ethnicity (Optional)	5.56%	0.00%	16.67%	0.00%	66.67%	5.56%

STATEMENT	NO RESPONSE	1-5 YEARS	6-10 YEARS	11 YEARS OR MORE
3. How long have you lived in Culberson County-Allamoore ISD?	5.56%	8.33%	16.67%	69.44%

STATEMENT	NO RESPONSE	AFRICAN AMERICAN	ANGLO	ASIAN	HISPANIC	OTHER
4. What grade level(s) does your child(ren) attend?						
Pre-Kindergarten	5.56%	Kindergarten	8.33%	First Grade	5.56%	
Second Grade	0.00%	Third Grade	11.11%	Fourth Grade	8.33%	
Fifth Grade	16.67%	Sixth Grade	13.89%	Seventh Grade	16.67%	
Eighth Grade	13.89%	Ninth Grade	16.67%	Tenth Grade	11.11%	
Eleventh Grade	8.33%	Twelfth Grade	16.67%			

PART B: SURVEY QUESTIONS

A. DISTRICT ORGANIZATION AND MANAGEMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The school board allows sufficient time for public input at meetings.	14.29%	31.43%	31.43%	14.29%	8.57%
2. School board members listen to the opinions and desires of others.	17.14%	31.43%	28.57%	11.43%	11.43%
3. The superintendent is a respected and effective instructional leader.	14.29%	25.71%	17.14%	17.14%	25.71%
4. The superintendent is a respected and effective business manager.	11.43%	28.57%	20.00%	20.00%	20.00%

B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
5. The district provides a high quality of services.	11.43%	31.43%	11.43%	28.57%	17.14%
6. Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	11.43%	42.86%	20.00%	20.00%	5.71%
7. The needs of the college-bound student are being met.	5.88%	32.35%	29.41%	17.65%	14.71%

B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT (CONTINUED)

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
8. The needs of the work-bound student are being met.	5.71%	34.29%	31.43%	14.29%	14.29%
9. The district has effective educational programs for the following:					
a) Reading	14.29%	51.43%	5.71%	14.29%	14.29%
b) Writing	14.29%	48.57%	8.57%	14.29%	14.29%
c) Mathematics	14.29%	48.57%	5.71%	14.29%	17.14%
d) Science	11.43%	42.86%	11.43%	17.14%	17.14%
e) English or Language Arts	14.29%	54.29%	11.43%	8.57%	11.43%
f) Computer Instruction	14.29%	57.14%	8.57%	8.57%	11.43%
g) Social Studies (history or geography)	14.29%	54.29%	8.57%	8.57%	14.29%
h) Fine Arts	18.18%	42.42%	15.15%	9.09%	15.15%
i) Physical Education	14.29%	51.43%	11.43%	8.57%	14.29%
j) Business Education	8.57%	28.57%	40.00%	8.57%	14.29%
k) Vocational (Career and Technology) Education	14.29%	25.71%	31.43%	14.29%	14.29%
l) Foreign Language	2.86%	28.57%	34.29%	17.14%	17.14%
10. The district has effective special programs for the following:					
a) Library Service	19.44%	55.56%	11.11%	11.11%	2.78%
b) Honors/Gifted and Talented Education	13.89%	50.00%	27.78%	2.78%	5.56%
c) Special Education	13.89%	44.44%	30.56%	8.33%	2.78%
d) Head Start and Even Start programs	13.89%	19.44%	44.44%	19.44%	2.78%
e) Dyslexia program	5.71%	11.43%	62.86%	11.43%	8.57%
f) Student mentoring program	2.86%	31.43%	34.29%	20.00%	11.43%
g) Advanced placement program	8.33%	25.00%	41.67%	13.89%	11.11%
h) Literacy program	11.43%	28.57%	40.00%	14.29%	5.71%
i) Programs for students at risk of dropping out of school	5.56%	25.00%	30.56%	25.00%	13.89%
j) Summer school programs	11.11%	41.67%	27.78%	11.11%	8.33%
k) Alternative education programs	11.43%	31.43%	37.14%	11.43%	8.57%
l) "English as a second language" program	8.33%	41.67%	22.22%	13.89%	13.89%
m) Career counseling program	5.56%	25.00%	27.78%	16.67%	25.00%
n) College counseling program	8.33%	33.33%	16.67%	13.89%	27.78%
o) Counseling the parents of students	5.56%	19.44%	27.78%	19.44%	27.78%
p) Drop out prevention program	8.82%	11.76%	32.35%	17.65%	29.41%
11. Parents are immediately notified if a child is absent from school.	22.22%	30.56%	5.56%	19.44%	22.22%
12. Teacher turnover is low.	13.89%	22.22%	33.33%	8.33%	22.22%
13. Highly qualified teachers fill job openings.	11.11%	22.22%	19.44%	19.44%	27.78%
14. A substitute teacher rarely teaches my child.	5.56%	30.56%	11.11%	22.22%	30.56%
15. Teachers are knowledgeable in the subject areas they teach.	13.89%	52.78%	13.89%	5.56%	13.89%

B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT (CONTINUED)

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
16. All schools have equal access to educational materials such as computers, television monitors, science labs, and art classes.	16.67%	61.11%	2.78%	11.11%	8.33%
17. Students have access, when needed, to a school nurse.	25.00%	50.00%	8.33%	13.89%	2.78%
18. Classrooms are seldom left unattended.	16.67%	41.67%	19.44%	13.89%	8.33%
19. The district provides a high quality education.	13.89%	44.44%	8.33%	22.22%	11.11%
20. The district has a high quality of teachers.	13.89%	36.11%	13.89%	22.22%	13.89%

C. COMMUNITY INVOLVEMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
21. The district regularly communicates with parents.	16.67%	25.00%	13.89%	33.33%	11.11%
22. District facilities are open for community use.	13.89%	22.22%	27.78%	30.56%	5.56%
23. Schools have plenty of volunteers to help students and school programs.	8.33%	8.33%	27.78%	30.56%	25.00%

D. FACILITIES USE AND MANAGEMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
24. Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	5.71%	28.57%	31.43%	14.29%	20.00%
25. Schools are clean.	19.44%	61.11%	5.56%	11.11%	2.78%
26. Buildings are properly maintained in a timely manner.	22.22%	47.22%	13.89%	13.89%	2.78%
27. Repairs are made in a timely manner.	19.44%	44.44%	16.67%	16.67%	2.78%
28. The district uses very few portable buildings.	30.56%	44.44%	25.00%	0.00%	0.00%
29. Emergency maintenance is handled promptly.	19.44%	41.67%	27.78%	5.56%	5.56%

E. ASSET AND RISK MANAGEMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
30. My property tax bill is reasonable for the educational services delivered.	8.33%	50.00%	19.44%	5.56%	16.67%
31. Board members and administrators do a good job explaining the use of tax dollars.	8.33%	25.00%	33.33%	11.11%	22.22%

F. FINANCIAL MANAGEMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
32. Site-based budgeting is used effectively to extend the involvement of principals and teachers.	11.11%	27.78%	38.89%	8.33%	13.89%
33. Campus administrators are well trained in fiscal management techniques.	11.11%	30.56%	30.56%	11.11%	16.67%
34. The district's financial reports are easy to read and understand.	11.11%	38.89%	25.00%	8.33%	16.67%
35. Financial reports are made available to community members when asked.	8.33%	36.11%	36.11%	5.56%	13.89%

G. PURCHASING AND WAREHOUSING

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
36. Students are issued textbooks in a timely manner.	11.11%	61.11%	0.00%	19.44%	8.33%
37. Textbooks are in good shape.	16.67%	63.89%	5.56%	11.11%	2.78%
38. The school library meets student needs for books and other resources.	16.67%	52.78%	11.11%	11.11%	8.33%

H. FOOD SERVICES

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
39. My child regularly purchases his/her meal from the cafeteria.	37.14%	28.57%	2.86%	20.00%	11.43%
40. The school breakfast program is available to all children.	33.33%	61.11%	0.00%	0.00%	5.56%
41. The cafeteria's food looks and tastes good.	11.11%	55.56%	11.11%	5.56%	16.67%
42. Food is served warm.	16.67%	58.33%	16.67%	0.00%	8.33%
43. Students have enough time to eat.	14.29%	37.14%	11.43%	22.86%	14.29%
44. Students eat lunch at the appropriate time of day.	16.67%	52.78%	8.33%	11.11%	11.11%
45. Students wait in food lines no longer than 10 minutes.	19.44%	41.67%	33.33%	2.78%	2.78%
46. Discipline and order are maintained in the school cafeteria.	13.89%	66.67%	16.67%	2.78%	0.00%
47. Cafeteria staff is helpful and friendly.	25.00%	61.11%	8.33%	2.78%	2.78%
48. Cafeteria facilities are sanitary and neat.	27.78%	58.33%	11.11%	2.78%	0.00%

I. TRANSPORTATION

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
49. My child regularly rides the bus.	8.33%	13.89%	30.56%	27.78%	19.44%
50. The bus driver maintains discipline on the bus.	20.59%	26.47%	41.18%	8.82%	2.94%
51. The length of the student's bus ride is reasonable.	14.71%	32.35%	47.06%	2.94%	2.94%

I. TRANSPORTATION (CONTINUED)

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
52. The drop-off zone at the school is safe.	14.71%	38.24%	38.24%	0.00%	8.82%
53. The bus stop near my house is safe.	17.65%	20.59%	55.88%	2.94%	2.94%
54. The bus stop is within walking distance from our home.	17.65%	26.47%	50.00%	2.94%	2.94%
55. Buses arrive and depart on time.	18.18%	30.30%	51.52%	0.00%	0.00%
56. Buses arrive early enough for students to eat breakfast at school.	20.59%	23.53%	52.94%	0.00%	2.94%
57. Buses seldom break down.	18.18%	36.36%	45.45%	0.00%	0.00%
58. Buses are clean.	18.18%	33.33%	42.42%	6.06%	0.00%
59. Bus drivers allow students to sit down before taking off.	20.59%	29.41%	47.06%	2.94%	0.00%
60. The district has a simple method to request buses for special events.	18.18%	33.33%	48.48%	0.00%	0.00%

J. SAFETY AND SECURITY

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
61. Students feel safe and secure at school.	22.86%	48.57%	2.86%	17.14%	8.57%
62. School disturbances are infrequent.	16.67%	44.44%	13.89%	19.44%	5.56%
63. Gangs are not a problem in this district.	38.89%	50.00%	5.56%	2.78%	2.78%
64. Drugs are not a problem in this district.	13.89%	13.89%	19.44%	25.00%	27.78%
65. Vandalism is not a problem in this district.	13.89%	41.67%	19.44%	25.00%	0.00%
66. Security personnel have a good working relationship with principals and teachers.	11.11%	25.00%	52.78%	0.00%	11.11%
67. Security personnel are respected and liked by the students they serve.	8.57%	31.43%	57.14%	0.00%	2.86%
68. A good working arrangement exists between the local law enforcement and the district.	25.00%	33.33%	16.67%	16.67%	8.33%
69. Students receive fair and equitable discipline for misconduct.	22.22%	38.89%	5.56%	19.44%	13.89%
70. Safety hazards do not exist on school grounds.	8.33%	41.67%	30.56%	11.11%	8.33%

K. COMPUTERS AND TECHNOLOGY

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
71. Teachers know how to teach computer science and other technology-related courses.	16.67%	52.78%	11.11%	13.89%	5.56%
72. Computers are new enough to be useful to teach students.	27.78%	47.22%	13.89%	8.33%	2.78%
73. The district meets student needs in computer fundamentals.	13.89%	52.78%	13.89%	11.11%	8.33%
74. The district meets student needs in advanced computer skills.	16.67%	41.67%	22.22%	8.33%	11.11%
75. Students have easy access to the Internet.	16.67%	52.78%	19.44%	11.11%	0.00%

