

# San Antonio Independent School District

March 2000

**F**or at least two years, the San Antonio Independent School District (SAISD) has been in dire need of clear direction. Poor financial decisions, lagging student performance and a lack of careful planning have left the district's reputation and its financial viability at risk.

Despite per-student spending considerably above the state average, the district's student test scores have lagged. In 1999, SAISD was among the lowest of the seven largest Texas school districts in student performance on the Texas Assessment of Academic Skills (TAAS). The district's finances have been rocky as well. In 1999, the board passed a 10-percent, across-the-board employee pay raise and a significant tax cut without reducing other budget items. To make ends meet, the board spent nearly half of the district's reserve fund--its savings account. This left its cash on hand so dangerously low that the state's commissioner of education issued a formal warning to the district.

The board also dismissed SAISD's superintendent, buying out her contract for nearly \$800,000, a move that violated state law which prohibits buyouts for more than the value of one year's salary and benefits. TEA threatened to deduct almost the full amount of the buyout from SAISD's state funding.

## TSPR in SAISD

In September 1999, my office began a performance review of SAISD in accordance with authority granted my office by the Texas Legislature. Typically, the Texas School Performance Review (TSPR) visits a school district at the invitation of its school board and superintendent. This review is the first time I've exerted my authority to examine the operations of a district that is poor performing

academically or financially, or serves the greatest number of students. SAISD met all three criteria--problems that can be attributed, at least in part, to ineffective leadership.

This district is the state's seventh largest with 59,080 students. About 95 percent are minority, and 87 percent are classified as economically disadvantaged. The 1999-2000 budget was \$390 million.

When we began this review, SAISD had not had a permanent superintendent for five months. This leadership vacuum was filled by instances of board micromanagement that drew intense criticism from the community. A late-night purge of SAISD personnel, for example, proved so unpopular that the board promptly rehired many of those fired.

Too often, SAISD's board questioned even the smallest administrative decisions that should be left to district managers.

While troubled, SAISD has still shown a willingness to make the hard decisions needed to improve the delivery of education services to its students.

While TSPR was conducting the review, SAISD froze hiring to trim more than \$20 million from its \$410 million budget for fiscal 1999-2000 - a step made necessary because of poor board planning and decision-making. And, while student performance has improved, TAAS scores in 1999 were still 17 percentage points below the state average.

In December 1999, the district hired a permanent superintendent. Under his direction, the district must now seek ways to improve financially and academically. This will require better planning and the cooperation of all concerned parties.

After nearly six months of review, we have found a number of ways to improve district operations. If the district fully implements the recommendations in this report, SAISD would achieve a net savings of more than \$25.1 million over the next five years. That's education

dollars that can go directly into the classroom, to the teachers and children, where it belongs.

The review also found laudable practices that can and should serve as models for other school districts.

I would like to extend my personal thanks to SAISD's dedicated employees and parents, as well as board members and community members who contributed valuable ideas and suggestions. As always, we are ready to do anything and everything we can to help SAISD implement our recommendations. My door is always open to Texans who want to improve our schools. Your suggestions are welcome at any time.

A handwritten signature in black ink that reads "Carole Keeton Rylander". The signature is written in a cursive style with a long, sweeping tail on the "r" at the end.

Carole Keeton Rylander  
Comptroller of Public Accounts

# Key Findings and Recommendations

## District Organization and Management

SAISD should develop comprehensive and long-term strategic planning tied to the budget. This change should help the district avoid the financial problems that have plagued the district recently.

The SAISD board should create standing committees of board members for instruction, finance, facilities and auditing. This would help it manage issues more effectively and efficiently while discouraging factionalism.

In the area of instruction, SAISD should be reorganized into three vertical teams that would operate more efficiently in providing schools with the guidance and support needed to focus on the district's main mission of educating children.

## Career and Technology Instruction

Nearly 100 of SAISD's 130 career and technology classes, which help prepare its students for high-skill, high-wage jobs, have six or fewer students. These classes require the equivalent of 16 full-time teachers. SAISD could make better use of teaching resources by eliminating the career and technology classes with six or fewer students.

## Test Exemptions

While SAISD's overall student performance has improved, the number of special education children exempted from the TAAS test has risen sharply. Furthermore, the results of alternative testing have not been analyzed to identify weaknesses in current curriculum and instruction. By testing all children and using the results of those tests to monitor and adjust its curriculum as needed, the district should be able to further improve its overall student test scores.

## Fiscal Management

Better analysis of the fiscal impact of board decisions could have prevented some of the district's recent financial problems. The board should gauge the fiscal impact of all proposed actions. This would help head off decisions that threaten district finances.

The fund balance should be raised to the minimum recommended by TEA guidelines.

## Community Involvement

The Citizens Oversight Committee (COC), which the board established to review bond program activities, should receive straight answers to its recommendations. The COC regularly appears before the board, but has not received satisfactory answers concerning its recommendations.

TSPR recommends that the board adopt a policy stating that before the board votes on matters related to the bond program, the COC's recommendations should be considered publicly in a general school board meeting.

The district should also add an ombudsman to provide community members greater access to the district's services and recourse when problems arise.

## Department Consolidations

SAISD could improve communication and cut costs by combining the Plant Services and Construction Management Departments.

## Custodial Staffing

A savings of \$12 million could be realized over five years by deploying custodial staff to meet best-practices formulas. SAISD has about 79 more full-time custodians than it needs. The district should reallocate existing staff as new schools open instead of hiring new custodians.

## Asset Management

SAISD should buy a bar-code reader system to track equipment and property faster and more easily. This would help the district conduct inventories of every school's property annually instead of just scheduling inventories of 10 to 15 schools a year.

## Purchasing

An automated purchasing system would help save time and effort spent on outdated manual procedures. Minor purchases could be made with credit cards issued to district employees. The cards, called procurement cards, would have spending limits and

restrictions on the types of purchases. They can significantly reduce the number of purchase orders and payments the district must process each year. Furthermore, the district should take steps to ensure that it receives vendor discounts whenever possible.

## Campus Security

Student safety was a major concern cited in TSPR's surveys and public forums. SAISD could improve the safety of its students by requiring students and staff to wear badges. This would ensure that unauthorized people do not wander freely through school and grounds. The district also should develop a comprehensive security plan and police department strategic plan that include performance and cost-efficiency measures.

### **Summary of Net Savings TSPR Review of San Antonio Independent School District**

	<b>Year</b>	<b>Total</b>
2000-01	Initial Annual Net Savings	\$3,735,961
2000-02	Additional Annual Net Savings	\$5,185,992
2000-03	Additional Annual Net Savings	\$5,535,905
2000-04	Additional Annual Net Savings	\$5,535,905
2000-05	Additional Annual Net Savings	\$5,535,905
One Time Net Costs		(\$360,762)
<b>TOTAL NET SAVINGS PROJECTED FOR 2000-2005</b>		<b>\$25,168,906</b>

# Exemplary Programs and Practices

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

- All board meeting agendas and supporting materials are posted on the district's Web site and can be downloaded. No other Texas school district reviewed by TSPR to date does this.
- Event notices, announcements and other significant information also are available on the Web site. The district's intranet is used extensively by employees and is among the best-organized and administered of all the intranet sites examined by TSPR.
- Trinity University and University of Incarnate Word collaborate with the district in programs designed to help principals and teachers attain advanced degrees.
- During the summer, SAISD provides migrant students with at-home weekly instruction by qualified teachers supported with distance-learning technology. This program serves as an alternative to traditional summer school.
- Intervention teams help the district's lowest-performing schools by making frequent visits and assisting with the implementation of best practices to improve their performance.
- SAISD works closely with the area business community in developing successful volunteer mentoring programs that provide schools and students with a wide variety of assistance.
- School-based clinics use area health-care resources as well as district staff. Parents express overwhelming satisfaction with students' access to school nurses.
- When it developed its 1997 bond proposal, SAISD used a systematic method to assess its facility needs. The high level of detail allowed the district to provide complete information to SAISD voters and was a major factor in approval of the bonds.
- In choosing architects, the district selects eight lead architects to form a design team for each project, resulting in a wide variety of expertise.

- SAISD manages student activity funds centrally to maximize interest yields that are then funneled back to individual schools.
- The total cost of computer ownership is analyzed to determine whether the district should lease or purchase computers. This strategy has saved several million dollars over the past three years.
- SAISD's police force receives rigorous training that far exceeds state requirements and contributes to an effective and responsive force.



# LETTER OF TRANSMITTAL



March 20, 2000

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

Ladies and Gentlemen:

I am pleased to present our performance review of the San Antonio Independent School District (SAISD).

This review is intended to help SAISD hold the line on costs, streamline operations and improve services to ensure that more of every education dollar goes directly into the classroom, with the teacher and children, where it belongs. To aid in this task, the Comptroller's office contracted with MGT of America, Inc.

We have made a number of recommendations to improve SAISD's efficiency, and we have also highlighted a number of "best practices" in district operations--model programs and services provided by SAISD's administrators, teachers and staff. This report outlines 154 detailed recommendations that could save SAISD more than \$28.3 million over the next five years, while reinvesting more than \$3.1 million to improve educational services and other operations. Net savings are estimated to reach more than \$25.1 million--savings that SAISD can redirect to the classroom.

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

I also am pleased to announce that the report is available on our Web site at <<http://www.window.state.tx.us/tspr/sa>>.

Sincerely,

A handwritten signature in black ink that reads "Carole Keeton Rylander". The signature is written in a cursive style with a long, sweeping tail on the "r" at the end.

Carole Keeton Rylander  
Comptroller of Public Accounts

# Executive Summary

In September 1999, the Comptroller's office began an unprecedented second performance review of the San Antonio Independent School District (SAISD). The first review, conducted in 1991, was performed as part of a pilot study of districts. In keeping with her pledge to give priority to districts judged poor performing academically or financially, and to reviews that will benefit the greatest number of students, Comptroller Carole Keeton Rylander selected the SAISD for review after a number of key indicators signaled that financial and management-related problems plagued the district.

After nearly six months of work, this report identifies exemplary programs in SAISD and suggests concrete ways to improve district operations. If fully implemented, the Comptroller's 154 recommendations could result in net savings for SAISD of more than \$25.1 million over the next five years.

## *Improving the Texas School Performance Review*

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

Recognizing that only 51 cents of every education dollar is spent on instruction, Comptroller Rylander's approach is designed to give local school officials in San Antonio and in other Texas communities the ability to move more of every education dollar directly into the classroom. Comptroller Rylander also has ordered best practices and exemplary programs to be shared quickly and systematically among all the state's school districts and with anyone else who requests such information. Comptroller Rylander has directed TSPR to serve as a clearinghouse of the best ideas in Texas public education.

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

- ensure students and teachers receive the support and resources necessary to succeed;
- identify innovative ways to address the district's core management challenges;

- ensure administrative duties are performed efficiently, without duplication, and in a way that fosters education;
- develop strategies to ensure that the district's processes and programs are continuously assessed and improved;
- challenge any process, procedure, program, or policy that impedes instruction and recommend ways to reduce or eliminate obstacles; and
- put goods and services to the "Yellow Pages test"--government should do no job if a business in the Yellow Pages can do that job better and at a lower cost.

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

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

### ***TSPR in San Antonio ISD***

Unlike most previous reviews, TSPR went to SAISD without invitation. In May 1999, when Comptroller Rylander announced the review the district had passed a 10 percent across-the-board pay raise without cutting the budget in other areas and had passed a tax cut, lowering future revenues. Consequently, the district had to dip into its reserve fund, the equivalent of the district's savings account, to pay for these budget changes, and the fund balance, which had once stood at \$54 million in 1993-94, was reduced to \$30 million or less than 10 percent of the district's budget Ð a dangerously low level for a district of this size. The Texas Commissioner of Education sent a letter to the district warning them that the fund balance was too low.

On top of this, the district experienced a decline in enrollment of about 2,000 students, further eroding state revenue flowing to the district. And, the board decision to buy out the former superintendent's contract at a cost of more than a half million dollars further jeopardized state funding due to improper handling of the contract buy-out.

Academic performance, while improving, was still below student performance in similar large urban districts such as Houston, Dallas, Fort Worth, Austin, El Paso, and Northside ISDs. When TSPR began work in SAISD, the district had been without a permanent superintendent for nine months, further compounding problems of leadership.

With a \$483 million bond program passed in the district in 1997, financial instability was not an issue the district could afford.

While TSPR was conducting its review, SAISD made several changes to avert further financial deterioration. The district froze hiring and trimmed more than \$20 million from its approximately \$410 million budget. In December 1999, the district hired a permanent superintendent who began serving in January 2000. In addition, student performance continued to improve.

Today, as this report is released, the district has a unique opportunity to capitalize on its rich heritage and move into the 21st century in a position of leadership. This report contains a series of recommendations and implementation steps to help the district to achieve this objective.

To sustain and enhance student performance and maintain its viable fiscal health, the district must begin by developing a comprehensive long-term strategic plan to guide and focus the efforts of the district on the task ahead. Board members must set aside their differences and develop goals for district administrators to work from and follow through with policies that will ensure that those goals are met. The district's organization that has been fractured by the deep budget cuts necessary to balance the budget must be reviewed and restructured so that support personnel and services are more readily available physically and organizationally to the campuses they serve.

The Comptroller's office originally conducted a review of SAISD in 1991 as part of a pilot project launching school performance reviews in Texas. The Comptroller's office believed that the original review could serve as a basis of comparison for the current review. By comparing issues in 1991 with current issues, the Comptroller's office hoped to pinpoint areas of continuing progress or concern and learn from the district's performance over a period of almost ten years. The Comptroller's office also saw the opportunity to apply the experience gleaned from more than 30 reviews conducted since the original SAISD review to offer even better solutions to recurring problems. MGT of America, a consulting firm based in Tallahassee, Florida, was selected to assist the Comptroller with this review. The TSPR team interviewed district employees, school board members, parents, business leaders, and community members and held community meetings in SAISD's eight high schools. To obtain additional comments, the review team conducted focus group sessions with parents, teachers, principals, business leaders, and representatives from community organizations. The Comptroller also received letters from a wide array of parents, teachers and community members and staff fielded calls to the Comptroller's toll-free hotline. After receiving preliminary reports from

the review team, the Comptroller held a town meeting to hear comments from the public and concerned parents first hand.

Three hundred and thirty-six administrators and support staff; 100 principals and assistant principals; 379 teachers, and 104 parents and 604 community residents completed surveys as part of the review. Details from the surveys and public forums appear in Appendices A through F.

The review team also consulted two databases of comparative educational information maintained by the Texas Education Agency (TEA)--the Academic Excellence Indicator System (AEIS) and the Public Education Information Management System (PEIMS). SAISD selected peer districts for comparative purposes based on similarities in size, location, student enrollment, and property values. The selected peers were the Austin, Corpus Christi, El Paso, Fort Worth, and Ysleta ISDs. TSPR also compared SAISD to district averages in TEA's Region 20 Education Service Center, to which SAISD belongs, and the state as a whole (**Exhibit 1**).

**Exhibit 1**  
**Demographic Characteristics of SAISD**  
**and Peer School Districts**  
**1998-99**

District	Student Enrollment	5 Year Change in Enrollment	Racial/Ethnic Percentage				
			% Hispanic	% African-American	% Anglo	% Other	% Economically Disadvantaged
Austin	79,496	8.6%	44.1%	17.4%	35.7%	2.8%	49.0%
Corpus Christi	40,290	(3.8)	69.1	5.8	23.8	1.3	53.0
El Paso	62,945	(3.0)	76.8	4.7	16.	1.6%	66.7
Fort Worth	77,956	7.8	41.4	32.3	24.0	2.3	54.8
<b>San Antonio</b>	<b>59,080</b>	<b>(2.2)</b>	<b>84.7</b>	<b>10.2</b>	<b>4.8</b>	<b>0.3</b>	<b>87.2</b>
Ysleta	47,238	(0.7)	86.8	2.5	9.8	0.9	71.8
Region 20	322,359	6.1	62.6	6.8	29.3	1.3	61.4
State	3,945,367	7.5	38.6	14.4	44.1	2.9	48.5

*Source: 1998-99 Academic Excellence Indicator System (AEIS).  
\*Snapshot 1994-95, Texas Education Agency.*

During its six-month review of the district, TSPR developed 154 recommendations to improve operations and save taxpayers nearly \$28.3 million by 2004-2005. Cumulative net savings from all recommendations (savings less recommended investments) would reach more than \$25.1 million by 2004-05.

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

### ***Acknowledgments***

The Comptroller's office and MGT of America wish to express appreciation to the SAISD Board of Trustees, Superintendent Dr. Ruben Olivares, former interim superintendent Dr. Dave Splitek, and the district employees, students, parents and community residents who helped during the review. Special thanks are due to Dr. Sharon Walling, who acted as SAISD's liaison by arranging for office space, equipment, and meeting rooms and otherwise accommodating the review team's needs.

### ***San Antonio ISD***

SAISD served 59,080 students during 1998-99, a 3.3 percent decrease from the 1997-98 enrollment level of 61,112. SAISD has eight high schools, 17 middle schools, 65 elementary schools, and five special campuses for a total of 95 campuses.

Despite the dip in enrollment over the past year, the district's student enrollment grew by 25 percent from 1990-91 to 1998-99. SAISD's property value of \$106,000 per student is 46 percent lower than the state average of \$190,000 per student.

Almost 85 percent of SAISD's students are Hispanic, 10 percent are African-American, 5 percent are Anglo and less than 1 percent are classified as Other. Eighty-seven percent of SAISD's students were classified economically disadvantaged in 1998-99.

SAISD has improved its student performance in the last few years. In 1994-95, SAISD had 13 "low-performing" schools, as measured by the Texas Education Agency's (TEA) criteria, and had been warned about accreditation problems. In 1998-99, the district received an "Academically Acceptable" rating from TEA with no low-performing schools. The

number of schools receiving the designation "exemplary" rose from zero to two over the same period, while the number "recognized" rose from one to nine.

Still, SAISD's student performance remains well below the state average, and exemptions from Texas Assessment of Academic Skills (TAAS) testing have risen sharply. In 1998-99, 61.6 percent of SAISD students passed the TAAS compared to the 78.3 percent statewide, while the number of students exempted rose by as much as 76 percent in some subjects.

During 1998-99, the district employed a staff of 7,836 employees, with teachers accounting for 3,738 or 48 percent of SAISD staffing. The district had expenditures of \$413.3 million in 1998-99. Twenty-eight percent of SAISD's revenues were generated locally, 63 percent came from the state, and less than 7 percent came from the federal government. Some 3 percent came from other sources. The district's budget in 1999-2000 is almost \$389 million, \$20 million less than the budget adopted by the district in the prior year.

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

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

- SAISD posts all board meeting agendas and supporting materials on its Web site. Web browsers can download not only the agenda, but also many supporting documents as well. No other Texas school district reviewed by TSPR to date has disseminated this level of detail to the public in this manner.
- SAISD collaborates with two area universities, Trinity University and University of Incarnate Word, in programs designed to help principals and teachers attain advanced degrees.
- During the summer, SAISD provides migrant students with at-home weekly instruction by qualified teachers supported with distance learning technology. This program serves as an alternative to traditional summer school.
- SAISD effectively uses intervention teams to aid its lowest performing schools. These teams make frequent school visits and assist with the implementation of best practices to improve performance.



- SAISD attracts many business and community volunteers through an effective system of letters, phone calls, and personal visits. The volunteer mentor program, made up of dozens of business partners, uses more than 3,000 volunteers to mentor children from throughout the district.
- SAISD's "Intranet," the district's internal web site, is used extensively by employees. The site is very well organized and contains useful day-to-day information concerning district policies and procedures.
- SAISD was one of the first districts in the state to operate school-based clinics using healthcare resources from the area as well as district staff. These clinics provide immunizations and primary health care to students and families. Parents expressed overwhelming satisfaction with students' access to health care.
- SAISD used a systematic method to assess facility needs when it developed its bond proposal. The level of detail employed allowed the district to provide complete information to SAISD voters and was a major factor in the success of the bond campaign.
- SAISD uses a unique process for selecting architects. The district selects eight lead architects to form a design team for each project, resulting in a wide variety of expertise.
- SAISD manages student activity funds centrally and maximizes interest yields, by investing cash in interest-bearing accounts. The interest earned is funneled back to the individual schools and programs.
- SAISD analyzes the total cost of ownership to determine whether the district should lease rather than purchase computers. The district has saved millions of dollars over the last three years through this strategy.
- SAISD is one of the only districts reviewed by TSPR to have a districtwide uniform policy. All students in SAISD are required to wear uniforms as a means of deterring gang activity, improving discipline and fostering a more orderly learning environment.

### ***Key Findings and Recommendations***

TSPR's recommendations emphasize planning, coordination and cooperation throughout the district. The district must be able to make long-range decisions and work hand-in-hand with the community to see them through. As the district is able to get its financial house in order, it can focus more on its core mission of educating the district's students.

*Strategic Planning:* SAISD does not have a comprehensive long-range strategic plan. Consequently, some decisions are made that are not focused on the core mission of the district--educating children. By setting broad goals to guide the district's planning and decision making process, the

board can set the direction for the district in the coming years. District administrators must then be made accountable for developing plans to address those goals and implementing them. As decisions are debated, the options must be laid up against those broad goals to ensure that the focus remains constant.

*District Organization and Management:* SAISD's board has been divided, and consequently not as effective as it might be. To help the board to function more effectively, the board should create four standing committees to address the issues of instruction, finance, facilities, and audit. The standing committees should improve board members' ability to review issues in-depth and make timely, useful recommendations to the full board.

*Fiscal Impact of Board Actions:* In light of a series of board decisions that seriously compromised the district's financial well-being, the SAISD Board of Trustees should amend board policy to require a fiscal impact statement for all proposed board actions to illustrate the impact of such actions on the fund balance. This policy should help the board avoid decisions that unwittingly threaten the district's financial stability.

*Vertical Teams to Support Schools:* SAISD's organizational structure is centralized and campus-level administrators and teachers said that it was difficult to get the help they needed from the central office. By creating three "vertical teams" to support the educational process, central office staff would be moved down closer to the schools they serve, and every school would receive the guidance and support it needs to focus on its main mission of educating children.

*Citizens Oversight Committee:* SAISD's board created the Citizens Oversight Committee (COC) in response to a covenant made with voters regarding oversight of the bond program. The relationship of the COC and board has been tenuous at best. Recently, the board created an ad hoc committee of the board to review COC activities. The board must find a way to use the valuable expertise assembled within the COC so that COC members can provide meaningful input on the bond program, honoring the covenant with voters.

*TAAS Exemptions:* While SAISD's student performance overall has improved, the number of special education children exempted from taking the TAAS test also has risen sharply. Further, the results of alternative testing have not been analyzed to identify weaknesses in curriculum and instruction. By testing all children and using the results of those tests to monitor and adjust curriculum, overall student performance should improve.

*Combine Plant Services and Construction Management Departments:* SAISD operates two separate departments that have responsibility for portions of the facility maintenance and construction operations of the district. By combining these departments, SAISD could improve intradistrict communication and cut costs.

*Custodial Staffing:* SAISD's custodial staffing is high when compared to best practice staffing formulas based on square footage. By adopting a best practice level of custodial staffing, the district could eliminate 79 positions and save almost \$13 million over the next five years.

*Asset Management:* The fixed asset management system in SAISD is not as effective and efficient as it might be. By raising the dollar threshold for recording fixed assets from \$500 to \$5,000, with some exceptions for computers and other equipment prone to theft, the workload of district staff would be reduced. By purchasing bar code readers to speed physical inventories, the district should be able to inventory every school every year instead of the only 10 to 15 schools audited annually under present, cumbersome policies and practices.

*Improved Purchasing Procedures:* SAISD's purchasing practices are paper-based and manually intensive. Implementing an automated purchasing system and instituting a procurement card system for minor purchases (credit cards issued by the district to employees with spending limits and restrictions on the types of purchases to be made) could reduce the number of purchase orders and payments the district must process annually and allow the district to capitalize on available vendor discounts.

*Improved Campus Security:* Student safety was a major concern cited by parents and students in surveys and public forums. A comprehensive security plan and police department strategic plan is a first step to ensuring the safety of staff and students and the effectiveness and efficiency of the force. Further, by establishing a districtwide badge system for students and staff, the district could reduce unauthorized access to school facilities.

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

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

Full implementation of the recommendations in this report could produce net savings of more than \$3.7 million in the first year (**Exhibit 2**). SAISD

could achieve total net savings of more than \$25.1 million by 2004-05 if all of TSPR's recommendations are implemented.

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

<b>Year</b>	<b>Total</b>
2000-01 Initial Annual Net Savings	\$3,735,961
2001-02 Additional Annual Net Savings	\$5,185,992
2002-03 Additional Annual Net Savings	\$5,535,905
2003-04 Additional Annual Net Savings	\$5,535,905
2004-05 Additional Annual Net Savings	\$5,535,905
One Time Net Costs	(\$360,762)
<b>TOTAL SAVINGS PROJECTED FOR 2000-2005</b>	<b>\$25,168,906</b>

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

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

# Executive Summary

## SUMMARY OF COST SAVINGS BY RECOMMENDATION

### Exhibit 3

#### Summary of Cost Savings by Recommendation

	<b>Recommendation</b>	<b>2000-2001</b>	<b>2001-2002</b>	<b>2002-2003</b>	<b>2003-2004</b>	<b>2004-2005</b>	<b>Total 5-Year (Costs) or Savings</b>	<b>One Time (Costs) or Savings</b>
<b>Chapter 1 District Organization and Management</b>								
1	Reduce the number of regular board meetings to no more than one per month. p. 28	\$0	\$0	\$0	\$0	\$0	\$0	
2	Create four standing committees of the SAISD Board of Trustees. p. 29	\$0	\$0	\$0	\$0	\$0	\$0	
3	Provide agenda meeting packets to the board at least five days prior to regular business meetings. p. 30	\$0	\$0	\$0	\$0	\$0	\$0	
4	Provide comprehensive materials to the board to allow them to prepare adequately for business meetings. p. 34	\$0	\$0	\$0	\$0	\$0	\$0	
5	Amend board policy to require a fiscal impact statement on all proposed budget actions, including the impact of those actions on the fund balance. p. 35	\$0	\$0	\$0	\$0	\$0	\$0	

6	Amend board policy and allow citizens to provide comments to the board as the first item on the agenda for each board meeting, prior to executive session. p. 36	\$0	\$0	\$0	\$0	\$0	\$0	
7	Rotate board meetings among schools. p.37	\$0	\$0	\$0	\$0	\$0	\$0	
8	Provide team building training to board members to promote cooperation and trust, and increase individual training opportunities related to the roles and responsibilities of board members. p.39	\$0	\$0	\$0	\$0	\$0	\$0	
9	Develop operating procedures for the board and a self-monitoring system to ensure that all board members fulfill their roles and responsibilities. p. 41	\$0	\$0	\$0	\$0	\$0	\$0	
10	Reduce the number of hard copies of the policy manual. p. 43	\$4,200	\$4,200	\$4,200	\$4,200	\$4,200	\$21,000	
11	Require the superintendent to approve each new or revised administrative procedure prior to the distribution and implementation. p. 44	\$0	\$0	\$0	\$0	\$0	\$0	

12	Place the administrative procedures manual on line. p. 45	\$0	\$4,200	\$4,200	\$4,200	\$4,200	\$16,800	
13	Amend board policy BBFA to require board members with substantial interests in businesses to file timely affidavits and officially record conflict-of-interest votes. p. 47	\$0	\$0	\$0	\$0	\$0	\$0	
14	Build three "vertical teams" to provide an infrastructure of support for the district's schools. p. 51	\$107,388	\$107,388	\$107,388	\$107,388	\$107,388	\$536,940	(\$15,000)
15	Require SAISD central administrators to spend at least one hour per week in direct service support to schools. p. 54	\$0	\$0	\$0	\$0	\$0	\$0	
16	Develop specific guidelines to ensure consistency in school management and leadership. p. 57	\$0	\$0	\$0	\$0	\$0	\$0	
17	Increase the authority and responsibility granted principals in managing their own schools. p. 58	\$0	\$0	\$0	\$0	\$0	\$0	
18	Decentralize the budget process and train district employees in budget functions. p. 60	\$0	\$0	\$0	\$0	\$0	\$0	(\$6,000)

19	Evaluate the need for maintaining four principals at Jefferson High School. p. 62	\$0	\$0	\$0	\$0	\$0	\$0	
20	Establish a strategic planning process in SAISD. p. 66	\$0	\$0	\$0	\$0	\$0	\$0	
21	Improve the student enrollment projection process in SAISD and link enrollment planning with strategic planning initiatives. p. 67	\$0	\$0	\$0	\$0	\$0	\$0	
22	Hire an in-house attorney. p. 70	\$155,000	\$155,000	\$155,000	\$155,000	\$155,000	\$775,000	(\$20,000)
	<b>Totals-Chapter 1</b>	<b>\$266,588</b>	<b>\$270,788</b>	<b>\$270,788</b>	<b>\$270,788</b>	<b>\$270,788</b>	<b>\$1,349,740</b>	<b>(\$41,000)</b>

**Chapter 2 Educational Service Delivery and Performance Measures**

23	Reclassify curriculum specialist positions to eliminate inequities in assignment and overspecialization. p 83	\$0	\$0	\$0	\$0	\$0	\$0	
24	Reduce the number of educational aides and professional support positions and use the savings to increase the number of classroom teachers. p. 84	\$0	\$0	\$0	\$0	\$0	\$0	
25	Allow schools to choose the number of instructional guides they wish to employ and hold the instructional guides	\$0	\$0	\$0	\$0	\$0	\$0	



	accountable for their curriculum improvement. p.87							
26	Update the fine arts curriculum guide and create a master schedule for updating all curriculum guides. p.91	\$0	\$0	\$0	\$0	\$0	\$0	(\$4,360)
27	Increase the district's use of technical assistance and resources provided by local universities, community colleges, and the Region 20 Education Service Center. p. 93	\$8,000	\$16,001	\$16,001	\$16,001	\$16,001	\$72,004	
28	Provide sample lesson plans for teachers for each grade level and subject and hold teachers and principals accountable for following the district's lesson plan procedures. p. 95	\$0	\$0	\$0	\$0	\$0	\$0	
29	Establish specific criteria for selecting, implementing, monitoring, and evaluating all new educational programs. p. 101	\$0	\$0	\$0	\$0	\$0	\$0	
30	Provide training to teachers in the interrelationships among TEKS, TAAS, national and local standards, curriculum guides, school reform	\$0	\$0	\$0	\$0	\$0	\$0	

	initiatives, student assessment, and data analysis. p. 103							
31	Develop and adopt standards establishing minimum instructional time for core subject areas. p. 104	\$0	\$0	\$0	\$0	\$0	\$0	
32	Develop more agreements between district high schools and community colleges and encourage students' participation in dual-enrollment, credit earning programs. p. 107	\$0	\$0	\$0	\$0	\$0	\$0	
33	Eliminate career or technical programs with fewer than six students. p. 108	\$0	\$349,912	\$699,825	\$699,825	\$699,825	\$2,449,387	
34	Initiate a district career day and promote the participation of all schools. p. 109	\$0	\$0	\$0	\$0	\$0	\$0	
35	Review the special education curriculum's strengths and weaknesses on the basis of special education students' performance on the alternative tests and revise the curriculum accordingly. p. 115	\$0	\$0	\$0	\$0	\$0	\$0	
36	Develop and implement training for parents of special	\$0	\$0	\$0	\$0	\$0	\$0	(\$2,040)

	education students on their rights and responsibilities. p. 116							
37	Update district procedures related to the reporting of dropout rates and ensure that these procedures are followed. p. 118	\$0	\$0	\$0	\$0	\$0	\$0	
38	Update the SAISD Dropout Prevention Plan and include an oversight provision to ensure that all elements of the plan are integrated with one another. p. 122	\$0	\$0	\$0	\$0	\$0	\$0	
39	Develop a pilot two-way immersion program at two SAISD middle schools. p. 124	\$0	\$0	\$0	\$0	\$0	\$0	(\$42,000)
40	Eliminate the practice of removing teachers from their regular instructional responsibilities to assist in the identification of gifted and talented students. p. 126	\$39,779	\$39,779	\$39,779	\$39,779	\$39,779	\$198,895	
41	Schedule teachers to attend gifted and talented training during the days designated for professional development. p. 127	\$36,000	\$36,000	\$36,000	\$36,000	\$36,000	\$180,000	
42	Assess the pattern of student absences for SAISD extracurricular	\$0	\$0	\$0	\$0	\$0	\$0	

	activities and determine whether a greater number of days should be permitted. p. 131							
43	Coordinate the planning, training, distribution and monitoring of all district-administered tests. p. 134	\$0	\$0	\$0	\$0	\$0	\$0	
44	Develop and use a test-taking strategies guide. p. 135	\$0	\$0	\$0	\$0	\$0	\$0	(\$1,360)
45	Require schools to incorporate a technology section in their campus improvement plans. p. 138	\$0	\$0	\$0	\$0	\$0	\$0	
46	Establish a coordinated plan between the Division of Curriculum and School Support and the Instructional Technology Department to deliver curriculum and instructional services to students. p. 139	\$0	\$0	\$0	\$0	\$0	\$0	
47	Enforce standards and procedures for the transmission of student health records. p. 143	\$0	\$0	\$0	\$0	\$0	\$0	
	<b>Totals-Chapter 2</b>	<b>\$83,779</b>	<b>\$441,692</b>	<b>\$791,605</b>	<b>\$791,605</b>	<b>\$791,605</b>	<b>\$2,900,286</b>	<b>(\$49,760)</b>
<b>Chapter 3--Community Involvement</b>								
48	Develop board approved guidelines that encourage the active participation of	\$0	\$0	\$0	\$0	\$0	\$0	

	COC members and clearly delineate a process for submitting recommendations to the board. p. 154							
49	Begin a series of community discussions with government bodies, the local workforce development board, higher education institutions and business and community organizations. p. 155	\$0	\$0	\$0	\$0	\$0	\$0	
50	Develop a community involvement plan in conjunction with existing business and civic partners. p. 157	\$0	\$0	\$0	\$0	\$0	\$0	
51	Establish regular meetings with the communications staff and the superintendent to facilitate a shared vision. p. 159	\$0	\$0	\$0	\$0	\$0	\$0	
52	Create an ombudsman in the superintendent's office. p. 164	(\$50,470)	(\$50,470)	(\$50,470)	(\$50,470)	(\$50,470)	(\$252,350)	
53	Implement quarterly public forums to allow members of the community to speak on issues affecting the school district. p. 165	\$0	\$0	\$0	\$0	\$0	\$0	
	<b>Totals-Chapter 3</b>	<b>(\$50,470)</b>	<b>(\$50,470)</b>	<b>(\$50,470)</b>	<b>(\$50,470)</b>	<b>(\$50,470)</b>	<b>(\$252,350)</b>	<b>\$0</b>

**Chapter 4--Personnel Management**

54	Conduct criminal background checks on only new employees and redistribute the responsibilities of support staff members more evenly. p. 174	\$0	\$0	\$0	\$0	\$0	\$0	
55	Document current procedures used in the Human Resources Department and use this opportunity to reassess internal processes and make adjustments to improve efficiency. p. 176	\$0	\$0	\$0	\$0	\$0	\$0	
56	Develop an employee handbook for all SAISD employees and update annually. p. 177	\$0	\$0	\$0	\$0	\$0	\$0	
57	Develop and update job descriptions for each position in the district, standardize the format, and systematically review and update every three years. p. 183	\$0	\$0	\$0	\$0	\$0	\$0	
58	Create and implement a personnel action form for all personnel changes. p. 185	\$0	\$0	\$0	\$0	\$0	\$0	
59	Implement quality control measures in the Human Resources Department. p. 186	\$0	\$0	\$0	\$0	\$0	\$0	

60	Create a summary screen of employees' historical personnel data and eliminate the use of the district's service record card. p. 188	\$0	\$0	\$0	\$0	\$0	\$0	
61	Develop a formal recruitment plan with written procedures and an evaluation component. p. 197	\$0	\$0	\$0	\$0	\$0	\$0	
62	Consolidate all employee personnel files and establish procedures for their maintenance and security. p. 205	\$0	\$0	\$0	\$0	\$0	\$0	
63	Create a system to track employee training and make the system accessible throughout the district. p. 208	\$0	\$0	\$0	\$0	\$0	\$0	
	<b>Totals-Chapter 4</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
	<b>Totals-All Chapters</b>							
	<b>TOTAL SAVINGS</b>	\$4,069,138	\$5,570,169	\$5,920,082	\$5,920,082	\$5,920,082	\$27,399,553	\$896,596
	<b>TOTAL COSTS</b>	(\$333,177)	(\$384,177)	(\$384,177)	(\$384,177)	(\$384,177)	(\$1,869,885)	(\$1,257,358)
	<b>NET SAVINGS (COSTS)</b>	\$3,735,961	\$5,185,992	\$5,535,905	\$5,535,905	\$5,535,905	\$25,529,668	(\$360,762)
		<b>5 Year Gross Savings</b>			<b>\$28,296,149</b>			
		<b>5 Year Gross Costs</b>			<b>(\$3,127,243)</b>			
		<b>Grand Total</b>			<b>\$25,168,906</b>			

# Executive Summary

## SUMMARY OF COST SAVINGS BY RECOMMENDATION

### Exhibit 3

#### Summary of Cost Savings by Recommendation

	Recommendation	2000-2001	2001-2002	2002-2003	2003-2004	2004-2005	Total 5-Year (Costs) or Savings	One Time (Costs) or Savings
<b>Chapter 5--Facilities Use and Management</b>								
64	Combine the Plant Services and Construction Management Departments. p 215	\$116,244	\$116,244	\$116,244	\$116,244	\$116,244	\$581,220	
65	Hire an educational facilities planner and develop guidelines for developing educational specifications for each major construction project. p. 219	(\$63,227)	(\$63,227)	(\$63,227)	(\$63,227)	(\$63,227)	(\$316,135)	
66	Establish a policy governing portable classrooms. p. 224	\$0	\$0	\$0	\$0	\$0	\$0	
67	Compile and maintain an accurate space inventory for each school using a standardized process. p. 225	\$0	\$0	\$0	\$0	\$0	\$0	
68	Conduct a space utilization study of the district's support space. p. 226	\$0	\$0	\$0	\$0	\$0	\$0	(\$40,000)
69	Action	\$0	\$0	\$0	\$0	\$0	\$0	



	responsibility for the activities outlined in the communication activities section of the construction management plan, particularly the measuring of success and the media relations. p. 239							
70	Eliminate two drafting positions. p. 241	\$61,928	\$61,928	\$61,928	\$61,928	\$61,928	\$309,640	
71	Develop a standard design manual for all design teams that emphasizes consistency and standardization. p. 242	\$0	\$0	\$0	\$0	\$0	\$0	
72	Establish a best practices ratio for assigning custodial staff. p. 249	\$2,634,255	\$2,634,255	\$2,634,255	\$2,634,255	\$2,634,255	\$13,171,275	
73	Evaluate the change in custodial supervision and review the division of responsibilities among the parties. p. 250	\$0	\$0	\$0	\$0	\$0	\$0	
74	Develop and implement a districtwide process for the storage and disposal of hazardous materials used in school science laboratories. p. 251	\$0	\$0	\$0	\$0	\$0	\$0	
75	Develop and implement a site-based energy	\$0	\$175,000	\$175,000	\$175,000	\$175,000	\$700,000	

	management program. p. 252							
76	Prepare and adopt a land acquisition process that will maintain an inventory of sites for future expansion. p. 255	\$0	\$0	\$0	\$0	\$0	\$0	
77	Develop and implement a process for replacing equipment regularly. p. 255	\$0	\$0	\$0	\$0	\$0	\$0	
	<b>Totals-Chapter 5</b>	<b>\$2,749,200</b>	<b>\$2,924,200</b>	<b>\$2,924,200</b>	<b>\$2,924,200</b>	<b>\$2,924,200</b>	<b>\$14,446,000</b>	<b>(\$40,000)</b>
<b>Chapter 6--Asset and Risk Management</b>								
78	Program SAISD's accounting software to calculate a single rate of return for all district investments, regardless of type (for example, money market, U.S. agency bonds) and maturity. p. 265	\$0	\$0	\$0	\$0	\$0	\$0	
79	Increase the dollar value at which items are recorded as fixed assets from \$500 to \$5,000 to match TEA's definition of fixed assets. p. 269	\$0	\$0	\$0	\$0	\$0	\$0	
80	Require principals and school-level staff to conduct physical inventories and the Fixed Assets Department to audit those inventories at all schools annually. p. 271	\$0	\$0	\$0	\$0	\$0	\$0	

81	Purchase bar code reading equipment. p. 272	\$0	\$0	\$0	\$0	\$0	\$0	(\$12,950)
82	Hold principals accountable for ensuring that identification tags are applied to assets placed in their schools. p. 273	\$0	\$0	\$0	\$0	\$0	\$0	
83	Create and implement an early return to work policy and related procedures. p. 281	\$50,110	\$50,110	\$50,110	\$50,110	\$50,110	\$250,550	
84	Develop and implement a formal accident-prevention program. p. 283	\$36,180	\$72,360	\$72,360	\$72,360	\$72,360	\$325,620	(\$4,000)
85	Eliminate one clerk position in the Employee Benefits and Risk Management Office. p. 286	\$24,921	\$24,921	\$24,921	\$24,921	\$24,921	\$124,605	
	<b>Totals-Chapter 6</b>	<b>\$111,211</b>	<b>\$147,391</b>	<b>\$147,391</b>	<b>\$147,391</b>	<b>\$147,391</b>	<b>\$700,775</b>	<b>(\$16,950)</b>
<b>Chapter 7--Financial Management</b>								
86	Clearly define the roles and responsibilities of all positions in the newly restructured Financial Services Department, and eliminate five clerk positions. p. 298	\$134,200	\$134,200	\$134,200	\$134,200	\$134,200	\$671,000	
87	Revise the format of the official budget document to include more relevant information for parents and the community. p. 307	\$0	\$0	\$0	\$0	\$0	\$0	

88	Review all instructional budget allocation formulas annually. p. 310	\$0	\$0	\$0	\$0	\$0	\$0	
89	Distribute copies of all budget documents to the public and permit public input at work sessions. p. 311	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)	(\$15,000)	
90	Develop a five-year revenue model to manage the cash flow so that the district's fund balance will be increased to the minimum level recommended by the Texas Education Agency. p. 314	\$0	\$0	\$0	\$0	\$0	\$0	
91	Monitor both expenditures and enrollments at detailed levels and report monthly to the Board on expenditures and enrollment levels. p. 316	\$0	\$0	\$0	\$0	\$0	\$0	
92	Increase controls over emergency purchase orders and hold principals and department heads accountable for any purchase that exceed budgeted amounts. p. 317	\$0	\$0	\$0	\$0	\$0	\$0	
93	Develop policies and procedures manuals for all offices in the Financial Services Department and place the manuals on the district's Intranet. p. 320	\$0	\$0	\$0	\$0	\$0	\$0	

94	Modify district policy so that only checks over \$5,000 must have a personal signature. p. 322	\$0	\$0	\$0	\$0	\$0	\$0	
95	Complete the installation of the Kronos timekeeping system and eliminate paper shuffling related to attendance reporting and investigate using the system in each of the schools for purposes of timekeeping, security, as a keycard and is as a smartcard. p. 324	\$0	\$0	\$0	\$0	\$0	\$0	(\$100,000)
96	Eliminate the check writing process at the school site and require all checks to be issued by the central office. p. 328	\$0	\$0	\$0	\$0	\$0	\$0	
97	Modify the district organizational structure so that the internal auditor reports to the audit committee of the Board of Trustees. p. 334	\$0	\$0	\$0	\$0	\$0	\$0	
98	Improve the internal audit plan by incorporating risk assessments and a discussion of overall audit objectives. p. 337	\$0	\$0	\$0	\$0	\$0	\$0	
	<b>Totals-Chapter 7</b>	<b>\$131,200</b>	<b>\$131,200</b>	<b>\$131,200</b>	<b>\$131,200</b>	<b>\$131,200</b>	<b>\$656,000</b>	<b>(\$100,000)</b>
<b>Chapter 8--Purchasing and Contract Management</b>								
99	Purchase and use	\$33,164	\$12,914	\$12,914	\$12,914	\$12,914	\$84,820	(\$135,000)

	an automated purchasing system. p. 346							
100	Issue procurement cards for staff purchases from local vendors. p. 349	\$0	\$0	\$0	\$0	\$0	\$0	
101	Select vendors based on quality of goods, costs and discounts given. p. 353	\$0	\$0	\$0	\$0	\$0	\$0	
102	Require departments and schools to provide systematic, detailed justifications to the board as to why bid vendors are recommended. p. 354	\$0	\$0	\$0	\$0	\$0	\$0	
103	Eliminate the supply operations of the Purchasing and Textbook Warehouse. p. 360	\$108,427	\$135,564	\$135,564	\$135,564	\$135,564	\$650,683	\$874,596
104	Enforce take-home book policies and adopt new penalties to hold students and parents accountable for lost, stolen and damaged textbooks. p. 366	\$0	\$0	\$0	\$0	\$0	\$0	
105	Develop an in-house training program on contract management for all department heads and other school personnel who are responsible for managing projects. p. 368	\$0	\$0	\$0	\$0	\$0	\$0	
106	Establish a	\$0	\$0	\$0	\$0	\$0	\$0	

<p>schedule for reviewing outsourcing opportunities using the component activities identified by this report, and assess whether there is a cost benefit to having a local vendor provide the service rather than the district. p. 376</p>							
<b>Totals Chapter 8</b>	<b>\$141,591</b>	<b>\$148,478</b>	<b>\$148,478</b>	<b>\$148,478</b>	<b>\$148,478</b>	<b>\$735,503</b>	<b>\$739,596</b>
<b>Totals-All Chapters</b>							
<b>TOTAL SAVINGS</b>	\$4,069,138	\$5,570,169	\$5,920,082	\$5,920,082	\$5,920,082	\$27,399,553	\$896,596
<b>TOTAL COSTS</b>	(\$333,177)	(\$384,177)	(\$384,177)	(\$384,177)	(\$384,177)	(\$1,869,885)	(\$1,257,358)
<b>NET SAVINGS (COSTS)</b>	\$3,735,961	\$5,185,992	\$5,535,905	\$5,535,905	\$5,535,905	\$25,529,668	(\$360,762)
	<b>5 Year Gross Savings</b>			<b>\$28,296,149</b>			
	<b>5 Year Gross Costs</b>			<b>(\$3,127,243)</b>			
	<b>Grand Total</b>			<b>\$25,168,906</b>			

# Executive Summary

## SUMMARY OF COST SAVINGS BY RECOMMENDATION

### Exhibit 3

#### Summary of Cost Savings by Recommendation

	<b>Recommendation</b>	<b>2000-2001</b>	<b>2001-2002</b>	<b>2002-2003</b>	<b>2003-2004</b>	<b>2004-2005</b>	<b>Total 5-Year (Costs) or Savings</b>	<b>One Time (Costs) or Savings</b>
<b>Chapter 9--Management Information Systems</b>								
107	Develop a set of formal, written performance measures to monitor the effectiveness and efficiency of services provided by the Technology Department. p. 387	\$0	\$0	\$0	\$0	\$0	\$0	
108	Revive the Technology-User Committee and ensure that it meets on a regular basis. p. 389	\$0	\$0	\$0	\$0	\$0	\$0	
109	Formalize the process for determining which schools will be wired each year, what funding sources will be used, and what the specific implementation timeframe for each school will be. p. 393	\$0	\$0	\$0	\$0	\$0	\$0	
110	Define the roles of the Technology Department and the Finance Department in providing training to users on the financial systems and provide formal	\$0	\$0	\$0	\$0	\$0	\$0	





	route coordinators, and three clerks. p. 419							
117	Purchase a two-bay maintenance facility. p. 422	\$0	\$0	\$0	\$0	\$0	\$0	(\$250,000)
118	Hire two mechanics and one-mechanic/apprentice. p. 423	(\$99,450)	(\$99,450)	(\$99,450)	(\$99,450)	(\$99,450)	(\$497,250)	
119	Provide ASE certification training for all SAISD mechanics. p. 424	(\$580)	(\$580)	(\$580)	(\$580)	(\$580)	(\$2,900)	
120	Institute a spare bus policy and sell excess buses based on the adopted policy. p. 425	\$0	\$0	\$0	\$0	\$0	\$0	\$22,000
121	Use the computer-based route scheduling software for all routes. p. 427	\$0	\$0	\$0	\$0	\$0	\$0	(\$3,000)
122	Establish a 15 year bus replacement cycle. p. 429	(\$107,000)	(\$107,000)	(\$107,000)	(\$107,000)	(\$107,000)	(\$535,000)	
123	Establish a police vehicle replacement policy. p. 430	(\$7,000)	(\$7,000)	(\$7,000)	(\$7,000)	(\$7,000)	(\$35,000)	
124	Develop and implement a bus driver training program. p. 432	(\$450)	(\$450)	(\$450)	(\$450)	(\$450)	(\$2,250)	
125	Develop performance indicators to measure and monitor the performance of the district's transportation operations. p. 434	\$0	\$0	\$0	\$0	\$0	\$0	
126	Purchase electronic diagnostic tools. p. 436	\$0	\$0	\$0	\$0	\$0	\$0	(\$2,750)
127	Conduct a privatization feasibility study for the outsourcing of	\$0	\$0	\$0	\$0	\$0	\$0	

	school transportation services. p. 438							
128	Outsource the maintenance of district police vehicles. p. 439	\$21,400	\$21,400	\$21,400	\$21,400	\$21,400	\$107,000	
	<b>Totals Chapter 10</b>	<b>(\$143,319)</b>	<b>(\$143,319)</b>	<b>(\$143,319)</b>	<b>(\$143,319)</b>	<b>(\$143,319)</b>	<b>(\$716,595)</b>	<b>(\$233,750)</b>
<b>Chapter 11--Food Service</b>								
129	Solicit bids from various vendors to determine the best value for an automated point-of-sale system. p. 449	\$0	\$0	\$0	\$0	\$0	\$0	(\$50,000)
130	Develop and implement strategies to increase breakfast participation in all middle and high schools. p. 454	\$151,040	\$151,040	\$151,040	\$151,040	\$151,040	\$755,200	
131	Enforce federal regulations prohibiting competitive food sales during meal times. p. 456	\$0	\$0	\$0	\$0	\$0	\$0	
132	Provide training on quantity food preparation and ordering for managers whose cafeterias run out of food choices. p. 458	\$0	\$0	\$0	\$0	\$0	\$0	
133	Eliminate two full-time truck-driver helper positions employed by the Food Service Warehouse. p. 463	\$37,515	\$37,515	\$37,515	\$37,515	\$37,515	\$187,575	
134	Include Food Service Department representation on planning committees for school renovations. p. 464	\$0	\$0	\$0	\$0	\$0	\$0	
135	Limit access to school kitchens to principals and Food Service personnel	\$0	\$0	\$0	\$0	\$0	\$0	

	464							
136	Develop and implement a replacement plan for Food Service equipment. p. 465	\$0	(\$50,000)	(\$50,000)	(\$50,000)	(\$50,000)	(\$200,000)	(\$350,000)
137	Contract for food service equipment repair. p. 467	\$0	\$0	\$0	\$0	\$0	\$0	
	<b>Totals-Chapter 11</b>	<b>\$188,555</b>	<b>\$138,555</b>	<b>\$138,555</b>	<b>\$138,555</b>	<b>\$138,555</b>	<b>\$742,775</b>	<b>(\$400,000)</b>
<b>Chapter 12--Safety and Security</b>								
138	Require each school to complete a security threat assessment of its campus and enforce better physical security measures. p. 478	\$0	\$0	\$0	\$0	\$0	\$0	
139	Establish a districtwide badge system to promote greater security. p. 480	(\$2,000)	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)	(\$14,000)	(\$21,698)
140	Develop and implement campus-level guidelines for alarm access codes. p. 481	\$0	\$0	\$0	\$0	\$0	\$0	
141	Reduce the number of school master keys in circulation and implement effective key control. p. 482	\$0	\$0	\$0	\$0	\$0	\$0	
142	Revise the common template for school emergency preparedness plans, require all schools to use the template, and require annual training in school-level crisis response, beyond regular fire drills. p. 486	\$0	\$0	\$0	\$0	\$0	\$0	
143	Seek grant funding for the anticipated cost of the new	\$0	\$0	\$0	\$0	\$0	\$0	

	radios needed to take advantage of the new communication system being installed by the City of San Antonio. p. 491							
144	Develop a comprehensive security plan and a police department strategic plan including performance and cost-efficiency measures. p. 493	\$0	\$0	\$0	\$0	\$0	\$0	
145	Remove all weapons and ammunition from patrol cars that are not in service and store them properly in a secure arms room. p. 494	\$0	\$0	\$0	\$0	\$0	\$0	
146	Hire three peace officers for extracurricular events and for regular patrols, and reduce overtime costs for school events. p. 496	\$19,796	\$29,694	\$29,694	\$29,694	\$29,694	\$138,572	
147	Redeploy school-based peace officers annually based on demonstrated need. p. 499	\$0	\$0	\$0	\$0	\$0	\$0	
148	Revise the DARE program to target elementary school students, conduct annual program evaluations and, based on evaluation results, obtain grant funding to continue the program. p. 501	\$0	\$234,000	\$234,000	\$234,000	\$234,000	\$936,000	
149	Provide additional training to principals on discipline management. p. 505	\$0	\$0	\$0	\$0	\$0	\$0	
150	Establish procedures	\$33,158	\$496,478	\$496,478	\$496,478	\$496,478	\$2,019,070	

	to improve ADA and attendance rates. p. 508							
151	Enforce the dress code in all schools. p. 510	\$0	\$0	\$0	\$0	\$0	\$0	
152	Monitor more closely the dispensation of student cases resulting from Level III or IV code of conduct violations. p. 514	\$0	\$0	\$0	\$0	\$0	\$0	
153	Reassign the students and the district-funded teacher and teacher assistant positions from the Salvation Army Center to area schools. p. 515	\$0	\$0	\$0	\$0	\$0	\$0	
154	Outsource the JDC program to a private company. p. 516	\$74,912	\$149,825	\$149,825	\$149,825	\$149,825	\$674,212	
	<b>Totals-Chapter 12</b>	<b>\$125,866</b>	<b>\$906,997</b>	<b>\$906,997</b>	<b>\$906,997</b>	<b>\$906,997</b>	<b>\$3,753,854</b>	<b>(\$21,698)</b>
	<b>Totals-All Chapters</b>							
	<b>TOTAL SAVINGS</b>	\$4,069,138	\$5,570,169	\$5,920,082	\$5,920,082	\$5,920,082	\$27,399,553	\$896,596
	<b>TOTAL COSTS</b>	(\$333,177)	(\$384,177)	(\$384,177)	(\$384,177)	(\$384,177)	(\$1,869,885)	(\$1,257,358)
	<b>NET SAVINGS (COSTS)</b>	\$3,735,961	\$5,185,992	\$5,535,905	\$5,535,905	\$5,535,905	\$25,529,668	(\$360,762)
		<b>5 Year Gross Savings</b>			<b>\$28,296,149</b>			
		<b>5 Year Gross Costs</b>			<b>(\$3,127,243)</b>			
		<b>Grand Total</b>			<b>\$25,168,906</b>			

# Chapter 1

## DISTRICT ORGANIZATION AND MANAGEMENT

This chapter reviews the San Antonio Independent School District's (SAISD's) organization and management in six sections:

- A. Governance
- B. Policies and Procedures
- C. District Management
- D. School Management and Site-Based Decision Making
- E. Planning
- F. Legal Services

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

### **BACKGROUND**

TSPR's 1999-2000 performance review of SAISD found a district significantly changed since the 1991 performance review. In 1991, the district's superintendent had held the position for nine years and central office administration was very stable. The school district's operation was centrally managed with three associate superintendents for business services, instructional services, and personnel services; a director of management support; a director of community information; and an internal auditor, all reporting to the superintendent. The superintendent had successfully led the district through some difficult efforts, including a redrawing of school attendance zones made necessary by a decline in student enrollment from 75,000 to 61,000; the passing of a bond issue to air-condition all district schools; and the shift to single-member board districts.

In 1991, the board was making deliberate efforts to exercise its responsibility and authority as prescribed by state law, and to overcome some questionable "micromanagement" by previous boards that were criticized by the community. TSPR commended the board for its efforts to

clearly define and follow its governance role, and the superintendent for organizing his office into units with a manageable span of control.

The 1991 TSPR report concurred with the findings of the district's accreditation report of March 1989, which commended the district for a centralized yet efficient and effective organization and a strong, forward-thinking superintendent.

Returning to the district nine years later, with the advent of site based decision making in 1992 the district is operating under a more decentralized structure. In January 2000, a new superintendent assumed his position, after more than a year with an interim superintendent. Serious financial concerns forced the district to make significant budget cuts, many of which were accomplished through hiring freezes. Consequently the organization and structure of this district is poised for reorganization under the guidance of the new superintendent.



# Chapter 1

## DISTRICT ORGANIZATION AND MANAGEMENT

### GOVERNANCE

SAISD's Board of Trustees consists of seven members elected from single-member districts, each serving four-year terms. School board elections are held every two years during May. At each election, either three or four board members are elected, depending on the number required to complete a board of seven members.

The current board is listed in **Exhibit 1-1**.

**Exhibit 1-1**  
**SAISD Board of Trustees**  
**1999-2000**

<b>Name</b>	<b>Title</b>	<b>District</b>	<b>Term Expires</b>	<b>Length of Service as of 9/99</b>	<b>Occupation</b>
Mr. Thomas C. Lopez	President	5	2002	16 years	Department of Defense Civilian Employee
Mrs. Sylvia Ward	Vice President	3	2000	15 years	Homemaker
Mr. James Howard	Secretary	2	2002	1 year	American Federation of Teachers Employee
Mr. Paul Talamantez, Jr.	Assistant Secretary	6	2002	1 year	Attorney
Mrs. Mary Esther Bernal	Member	7	2000	3 years	Retired SAISD Administrator
Mrs. Connie Rocha	Member	4	2000	8 years	Owner and Director, Carino Child Care Center
Dr. Julian Trevino	Member	1	2000	3 years	Retired SAISD Administrator & Adjunct Professor, Texas A&M

*Source: SAISD, Office of the Superintendent, September 1999.*

Board meetings are held on the second and fourth Monday of each month. Regular meetings are held at 5:30 p.m. in the board auditorium at the central office on Lavaca Street. The public is welcome to attend all meetings and citizens wishing to address the board can sign up on the date of the meeting. During the public forum agenda item, citizens are allowed three minutes to discuss any issue they want, but the board can take no action. The board also allows parents and community members to voice complaints about SAISD's policies, procedures or operations during specific agenda items as well.

### **FINDING**

Since June 1999, SAISD has placed each board agenda on its Web page on the Friday prior to the Monday board meeting. In addition, web browsers can download most backup materials provided for respective agenda items. This is the first Texas school district reviewed by TSPR that provides this service to internal and external stakeholders. As a result, the number of hard copies mailed to interested parties has been reduced significantly.

### **COMMENDATION**

**SAISD places all board meeting agendas and most backup materials on its web pages.**

### **FINDING**

The SAISD Board of Trustees has too many board meetings. **Exhibit 1-2** shows all board meetings held between July 27, 1998 and December 14, 1999. As can be seen, 86 meetings were held and many of these meeting lasted past midnight. The 86 meetings fall into three types: regular, special and work sessions. During these 86 meetings, the board met over 316 hours or an average of 18.6 hours per month.

**Exhibit 1-2  
Time Spent in Board Meetings in SAISD  
July 1998 - July 1999**

	<b>Meeting</b>	<b>Time</b>		<b>Total</b>
<b>Date</b>	<b>Type</b>	<b>Full Meeting</b>	<b>Executive Session</b>	<b>Hours/Minutes</b>
July 27, 1998	Work Session	4:08 - 5:42 pm	N/A	1 hr. 34 min.

July 27, 1998	Regular	5:42 - 10:48 pm	5:43 - 7:25 pm	5 hrs. 6 min.
August 3, 1998	Special	5:30 - 10:48 pm	5:35 - 6:35 pm	5 hrs. 18 min.
August 10, 1998	Regular	4:07 - 12:24 am	4:20 - 5:51 pm	8 hrs. 17 min.
August 13, 1998	Special	7:18 - 10:27 pm	8:13 - 10:14 pm	3 hrs. 9 min.
August 14, 1998	Special	12:09 - 3:12 pm	12:11 - 12:46 pm	3 hrs. 3 min.
August 24, 1998	Regular	5:35 - 10:18 pm	5:45 - 7:08 pm	4 hrs. 43 min.
August 31, 1998	Special	4:48 - 5:04 pm	N/A	16 min.
September 9, 1998	Special	5:48 - 8:08 pm	N/A	2 hrs. 20 min.
September 14, 1998	Regular	5:32 pm - 12:55 am	5:45 - 7:30 pm	7 hrs. 23 min.
September 21, 1998	Regular	5:38 - 9:22 pm	5:45 - 7:49 pm	3 hrs. 44 min.
October 5, 1998	Work Session	5:30 - 6:42 pm	N/A	1 hr. 12 min.
October 9, 1998	Special	4:03 - 7:07 pm	N/A	3 hrs. 4 min.
October 26, 1998	Regular	5:31 pm - 1:48 am	6:15 - 7:56 pm	8 hrs. 17 min.
November 2, 1998	Regular	5:34 - 10:50 pm	5:55 - 7:24 pm	5 hrs. 16 min.
November 16, 1998	Regular	5:36 - 9:04 pm	6:02 - 7:17 pm	3 hrs. 28 min.
November 20, 1998	Special	5:00 - 10:13 pm	5:03 - 7:28 pm	5 hrs. 13 min.
November 21, 1998	Special	9:29 am - 5:56 pm	9:20 am - 5:54 pm	8 hrs. 57 min.
December 7, 1998	Regular	5:30 - 11:55 pm	6:00 - 8:40 pm	6 hrs. 25 min.

December 8, 1998	Work Session	7:11 - 8:35 pm	N/A	1 hr. 24 min.
December 14, 1998	Special	5:36 - 10:29 pm	5:37 - 8:03 pm	4 hr. 53 min.
January 9, 1999	Special	9:03 - 11:26 am	9:05 - 10:43 pm	2 hrs. 23 min.
January 9, 1999	Work Session	11:55 am - 12:40 pm	N/A	45 min.
January 11, 1999	Regular	5:32 - 9:24 pm	5:55 - 7:34 pm	3 hrs. 52 min.
January 19, 1999	Special	5:36 - 10:10 pm	5:38 - 7:16 pm	4 hrs. 34 min.
January 25, 1999	Regular	5:37 - 11:07 pm	6:53 - 8:36 pm	5 hrs. 30 min.
January 26, 1999	Special	5:37 - 8:44 pm	5:38 - 8:39 pm	3 hrs. 7 min.
January 28, 1999	Work Session	5:35 - 8:05 pm	N/A	2 hrs. 30 min.
February 8, 1999	Regular	5:35 - 9:14 pm	5:50 - 6:50 pm	3 hrs. 39 min.
February 15, 1999	Special	5:38 - 10:35 pm	5:54 - 8:12 pm	4 hrs. 57 min.
February 22, 1999	Regular	5:35 - 9:34 pm	N/A	3 hrs. 59 min.
February 25, 1999	Special	5:35 - 9:45 pm	6:01 - 8:39 pm	4 hrs. 10 min.
February 25, 1999	Work Session	8:43 - 9:45 pm	N/A	1 hr. 2 min.
March 2, 1999	Work Session	5:36 - 7:52 pm	N/A	2 hrs. 16 min.
March 8, 1999	Regular	5:30 pm - 12:05 am	N/A	6 hrs. 35 min.
March 25, 1999	Special	5:37 - 11:45 pm	9:50 - 11:42 pm	6 hrs. 8 min.
March 29, 1999	Regular/ Public Hearing	5:41 - 11:22 pm	9:02 - 11:14 pm	5 hrs. 41 min.

April 12, 1999	Regular	5:47 pm - 2:48 am	11:54 pm - 2:33 am	9 hrs. 1 min.
April 26, 1999	Regular	5:34 pm - 1:24 am	6:00 - 8:45 pm	7 hrs. 50 min.
May 6, 1999	Special	5:06 - 6:04 pm	N/A	58 min.
May 10, 1999	Regular	5:37 - 11:34 pm	9:25 - 11:30 pm	5 hrs. 57 min.
May 14, 1999	Special	11:38 am - 2:14 pm	11:40 am - 12:12	2 hrs. 36 min.
May 17, 1999	Special	5:33 - 7:50 pm	7:18 - 7:49 pm	2 hrs. 17 min.
May 24, 1999	Regular	5:35 - 10:07 pm	5:12 - 7:02 pm	4 hrs. 32 min.
June 14, 1999	Regular	5:42 pm - 1:21 am	5:45 - 8:53 pm	7 hrs. 39 min.
June 21, 1999	Special	5:37 - 9:05 pm	5:39 - 8:15 pm	3 hrs. 28 min.
June 22, 1999	Work Session	5:40 - 7:40 pm	N/A	2 hrs. 0 min.
June 28, 1999	Regular	5:37 - 9:20 pm	6:20 - 6:55 pm	3 hrs. 43 min.
June 30, 1999	Work Session	5:40 - 7:50 pm	N/A	2 hrs. 10 min.
July 7, 1999	Special	5:36 - 6:19 pm	N/A	43 min.
July 7, 1999	Work Session	6:19 - 9:45 pm	N/A	3 hrs. 26 min.
July 12, 1999	Regular	5:37 - 9:25 pm	5:41 - 7:01 pm	3 hrs. 48 min.
August 2, 1999	Special	5:32 - 11:00 pm	5:42 - 8:30 pm	5 hrs. 28 min.
August 4, 1999	Special	5:40 - 11:27 pm	N/A	5 hrs. 47 min.
August 9, 1999	Regular	5:40 - 9:16 pm	5:48 - 7:45 pm	3 hrs. 36 min.
August 10, 1999	Special	5:54 - 8:04 pm	N/A	2 hrs. 10 min.
August 12, 1999	Work Session	5:47 - 8:51 pm	N/A	3 hrs. 4 min.
August 16, 1999	Special	5:36 - 9:50 pm	N/A	4 hrs. 14 min.

August 17, 1999	Special	5:45 - 9:54 pm	9:00 - 9:52 pm	4 hrs. 9 min.
August 19, 1999	Special	5:45 - 8:32 pm	6:03 - 8:25 pm	2 hrs. 47 min.
August 23, 1999	Regular	5:35 - 9:14 pm	8:41 - 9:10 pm	3 hrs. 39 min.
August 26, 1999	Special	12:02 - 2:00 pm	N/A	1 hr. 58 min.
September 2, 1999	Special	12:05 - 1:01 pm	N/A	56 min.
September 13, 1999	Regular	5:38 - 10:45 pm	8:45 - 10:40 pm	5 hrs. 7 min.
September 14, 1999	Special	6:08 - 7:46 pm	N/A	1 hr. 38 min.
September 20, 1999	Public Hearing	5:38 - 5:51 pm	N/A	13 min.
September 20, 1999	Regular	5:51 - 10:26 pm	10:03 - 10:25 pm	4 hrs. 35 min.
September 27, 1999	Regular	5:31 - 9:26 pm	6:55 - 8:39 pm	3 hrs. 55 min.
October 4, 1999	Special	5:47 - pm	5:55 - pm	
October 6, 1999	Special	5:43 - 7:13 pm	5:46 - 7:02 pm	1 hr. 30 min.
October 11, 1999	Regular	5:35 - 8:34 pm	7:40 - 8:26 pm	2 hrs. 59 min.
October 18, 1999	Regular	5:35 - 9:12 pm	8:07 - 9:07 pm	3 hrs. 37 min.
October 25, 1999	Regular	5:39 - 10:59 pm	8:39 - 10:50 pm	5 hrs. 20 min.
November 1, 1999	Work Session	5:30 - 7:24 pm	N/A	1 hr. 54 min.
November 1, 1999	Special	7:24 - 8:47 pm	7:26 - 8:47 pm	1 hr. 23 min.
November 8, 1999	Regular	5:37 - 9:07 pm	8:07 - 9:04 pm	3 hrs. 30 min.

November 15, 1999	Regular	5:36 - 9:56 pm	5:44 - 7:17 pm	4 hrs. 20 min.
November 15, 1999	Work Session	10:25 pm - 12:02 am	N/A	1 hr. 37 min.
November 22, 1999	Special	5:33 - 6:45 pm	5:40 - 6:33 pm	1 hr. 12 min.
December 1, 1999	Special	9:56 - 11:19 pm	9:57 - 11:19 pm	1 hr. 23 min.
December 2, 1999	Special	9:26 - 10:56 pm	9:27 - 10:55 pm	1 hr. 30 min.
December 3, 1999	Special	9:33 pm - 12:12 am	9:34 pm - 12:12 am	2 hrs. 39 min.
December 6, 1999	Regular	5:35 - 10:04 pm	8:42 - 10:00 pm	4 hrs. 29 min.
December 8, 1999	Special	5:19 - 10:09 pm	5:20 - 10:07 pm	4 hrs. 50 min.
December 13, 1999	Regular	5:56 - 11:12 pm	7:58 - 9:24 pm	5 hrs. 16 min.
December 14, 1999	Special	5:33 - 7:07 pm	5:40 - 6:49 pm	1 hr. 39 min.
<b>Total</b>				<b>316hrs. 39 min.</b>

*Source: SAISD school board minutes, 1998-99.*

In addition to two regular meetings each month, a third regular meeting (on the third Monday of the month) has been added. This special monthly meeting was originally set in Spring 1999 to deal only with bond issues; in September 1999, however, it became a third regular monthly meeting since the board wanted to address issues other than facilities. As shown in **Exhibit 1-2**, several special meetings and work sessions also occur each month.

**Exhibit 1-3** shows the number of regular meetings in peer school districts. In addition to the peer district comparisons shown in this exhibit, it should be noted that the state's largest school districts, Houston and Dallas ISDs, hold only one regular board meeting per month.

**Exhibit 1-3**  
**Peer District Comparison**  
**Number of Times Regular Board Meetings Are Held Each Month**

<b>Peer District</b>	<b>Number of Regular Meetings per Month</b>
Austin ISD	2
Corpus Christi ISD	2
El Paso ISD	2
Fort Worth ISD	1
San Antonio ISD	3
Ysleta ISD	1

*Source: Internet Web search, September 1999.*

**Recommendation 1:**

**Reduce the number of regular board meetings to no more than one per month.**

Fewer regular board meetings should reduce the administrative burden for meeting preparation as well as time spent in board meetings and also allow administrators to focus more on district administration and operations, as well as providing materials to the board in a timely manner. Moreover, it would give each board member additional time to review agenda items in preparation for board meetings. As shown in **Exhibit 1-3**, school boards in large school districts throughout Texas and in other states can effectively address governance issues in one or two monthly meetings; the SAISD Board of Trustees should be able to do so as well.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The board revises its policy and procedures to reduce the number of regular board meetings to once a month.	July 2000
2.	The board implements the new policy and begins meeting twice each month.	July 2000

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

**FINDING**



The SAISD Board of Trustees has no standing committees as used in many other Texas school districts. The board's committee structure consists of two ad hoc committees, a legal committee and the Jefferson High School Historic Preservation Committee. In addition, a Citizen's Oversight Committee monitors the use of bond funds for facilities improvements.

**Exhibit 1-4** illustrates the use of standing committees in peer school districts.

**Exhibit 1-4  
Board Standing Committees  
Operational in Peer School Districts  
1999-2000**

<b>Peer District</b>	<b>Number of Board Standing Committees</b>	<b>Names of Standing Committees</b>
Austin ISD	0	---
Corpus Christi ISD	1	Audit Committee
El Paso ISD	2	Finance, School Name Committee
Fort Worth ISD	3	Budget, Facilities, Instructional/Program Evaluation
San Antonio ISD	0	---
Ysleta ISD	0	---

*Source: TSPR phone survey of peer school districts, 1999.*

SAISD's existing committees do not adequately address important instructional and administrative issues. For example, no committee addresses the quality of instructional programs or district financial concerns.

Texas Education Code 11.061 authorizes school boards to create committees to facilitate their operations; the creation of committees is detailed in the district's board policy DBD (legal). Committees formed by boards must comply with the state's Open Meetings Act. SAISD board policy stipulates that board committees must be advisory in nature, serving as fact-finding groups to make recommendations to the whole board.

TSPR has found that standing committees, appropriately configured, allow boards to interact effectively with the superintendent and administrative team and better understand how their policy decisions relate to district administration and operations. Committees can examine administrative and operational issues in considerable detail without prolonging regular board meetings.

Effective board committees develop an annual schedule and keep minutes of committee discussions. Minutes are then distributed to all board members. Board members typically discuss future action agenda items with each committee so that members can gain a comprehensive understanding of the issues to be addressed and resolve any differences prior to board meetings.

**Recommendation 2:**

**Create four standing committees of the SAISD Board of Trustees.**

The SAISD should create four standing committees - Instruction, Facilities, Finance and Audit. These standing committees should meet at least once a month. The standing committees should be appointed annually by the board president and superintendent. Each committee should include two or three board members, the superintendent or a designee and one or more members of senior district staff responsible for the area covered by the standing committee. One or more community members with specific expertise in the committee's functional area also could be included as non-voting members and appointed by the full board. The chairman and vice chairman of the Facilities Oversight Committee should be included in the board's standing committee on facilities.

Each committee should be responsible for reviewing action and informational items to be presented to the board during regular meetings. Committee meetings would allow board members and senior staff to engage in extended discussions and clarification of policy issues. Actions taken by the committees would be presented to the full board for ratification. Region 20 Education Service Center should assist, as needed, with training committee members.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent and board president create the standing committees.	July 2000
2.	The board approves the standing committees and revises board policies to incorporate their creation.	July 2000
3.	The board establishes regular meeting dates and	August 2000

	times for each standing committee.	
4.	The board president appoints a different member of the board to serve as chair of each standing committee.	August 2000
5.	Region 20 provides training for standing committee members.	August 2000
6.	The committees meet monthly and report to the full board at regular meetings.	Commencing monthly in September 2000

### **FISCAL IMPACT**

This recommendation could be implemented with existing resources.

### **FINDING**

Most school districts disseminate a board agenda and supporting documentation to the school board five to seven days before regular business meetings. SAISD's board members, by contrast, usually do not receive the agenda package until the Friday afternoon or evening prior to the regular board meeting. Consequently, board members have only the weekend to review the meeting package, and the day of the board meeting (Monday) to contact staff members for any additional clarification or documentation they need. This short timeframe is not adequate for board members to review and study materials and make informed decisions.

In interviews with TSPR, most board members expressed concern about this tight schedule. More experienced board members stated that, in years past, five to seven days were provided to board members to review background materials.

Sometimes, moreover, the district administration has provided important information to the board on the night of the board meeting. For example, in September 1999, when the board was to take action on a vending machine contract, additional information of significance to the action being called for was provided on the night of the board meeting, just prior to a request for immediate contract approval.

### **Recommendation 3:**

**Provide agenda meeting packets to the board at least five days prior to regular business meetings.**

Board agenda materials should be distributed no later than the Wednesday prior to the Monday board meeting so that board members have sufficient

time to review the materials. If follow-up materials are necessary, staff should have additional time to provide this documentation. Materials should never be given to the board on the night of the board meeting with a request for immediate action.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The board president meets with the superintendent to develop a schedule for disseminating meeting packets to the board no later than the Wednesday prior to each Monday board meeting.	July 2000
2.	The superintendent requires that all senior staff submitting agenda items provide them to the superintendent's office at least one week prior to each regular board meeting.	July 2000

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

**FINDING**

SAISD uses a summary form for each agenda item (**Exhibit 1-5**). The summary form enables staff members preparing agenda items to brief board members on the highlights of the informational materials that are being distributed to the board; the summary form is *not* a replacement for these attached informational materials, and can be of any use at all only if comprehensive responses are provided in each category on the form.

**Exhibit 1-5  
SAISD Board Agenda Summary Form**

<p><b>AGENDA TITLE:</b></p> <p><b>PURPOSE:</b> <input type="checkbox"/> DISCUSSION</p> <p align="center"><input type="checkbox"/> ACTION</p> <p><b>REQUESTED BY:</b></p> <p><b>PRESENTER:</b></p> <p><b>MEETING DATE:</b></p> <p>.....</p>
--

**I. BACKGROUND AND PRECIPITATING FACTOR**

**II. ALTERNATIVES CONSIDERED (if applicable)**

**III. RECOMMENDATION AND IMPACT**

**IV. FUNDING SOURCE - PROGRAM AND/OR BUDGET CODE**

*Source: SAISD board agenda materials, September 1999.*

An analysis of the supporting materials given to the board for five regular board meetings found that these materials were not comprehensive and, in some cases, were not even offered. In such instances, the board must ask for additional information to adequately prepare for its meetings, or else make decisions without the appropriate information. For example, for the March 8, 1999 board meeting, one agenda item concerned making student uniforms voluntary instead of mandatory, as they were in 1998-99. Board members, however, received no useful information or backup material on what effect the agenda item might have on the district, or whether any alternatives should be considered **Exhibit 1-6**.

For example, what impact will this action have on students who cannot have uniforms provided? Were any businesses in the community consulted to pay for the uniforms? Could a uniform exchange be established?

**Exhibit 1-6  
Sample of Materials Sent to SAISD Board of Trustees Prior to  
Meeting**

**AGENDA TITLE: Student Uniforms**

**PURPOSE:  DISCUSSION**

**ACTION**

**REQUESTED BY: Planning & Change Management**

**PRESENTER:**

**MEETING DATE: March 8, 1999**

**I. BACKGROUND AND PRECIPITATING FACTOR**

During the 1998-1999 school year, students have been required to wear uniforms consisting of khaki pants, shorts, skirts, skorts or jumpers and white polo or dress

shirts. The response from parents, teachers and administrators has been strongly favorable.

However, because the uniforms are mandatory, the District is required by law to provide uniforms to students who are educationally disadvantaged (e.g., those who would qualify for free or reduced price meals). [*Texas Education Code §11.162*] SAISD has provided uniforms to qualified families who have requested assistance through the Uniform Assistance Program. The amount spent in the Uniform Assistance Program is as follows:

Total spent in 1997-1998 for 1998-1999	\$255,397.10
Total spent during 1998-1999	<u>\$213,502.24</u> (as of
March 3, 1999)	
TOTAL SPENT FOR 1998-1999	\$468,899.34

The law allows for a district to adopt voluntary uniforms without requiring the district to provide uniforms for the educationally disadvantaged. Therefore, revising the dress code to include voluntary, rather than mandatory, uniforms would delete this expense for the coming school year.

## **II. ALTERNATIVES CONSIDERED (if applicable)**

N/A

## **III. RECOMMENDATION AND IMPACT**

Resolved that the board revise the dress code for the school year 1999-2000 from the current mandatory student uniforms to voluntary student uniforms.

## **IV. FUNDING SOURCE - PROGRAM AND/OR BUDGET CODE (if applicable)**

N/A

*Source: March 8, 1999 SAISD board meeting.*

As a second example, an agenda item for the same board meeting called for the revision of board policy EFAA (local), concerning textbook selection and adoption (Agenda Item 8). This summary had no informational materials attached to it (such as the draft revised policy the board was to vote on), and the cover page requesting board action simply stated that "the interim superintendent should make appropriate revisions to policy."

### **Recommendation 4:**

**Provide comprehensive materials to the board to allow them to prepare adequately for business meetings.**

A summary page cannot and should not replace the background materials board members need to make informed decisions. The superintendent should ensure that each summary form should be completed prior to its insertion in the board member meeting packets. A signature line should be added to the summary form to indicate the superintendent's approval of the agenda item. The addition of the signature line should guarantee that no agenda item lacking summary forms or background information is sent to the board.

In addition, the superintendent should add items to the summary form that other school districts have found effective, including:

- an explanation linking the agenda item to board policy;
- implementation and evaluation plans for the agenda item (if applicable);
- a list of participating schools/agencies; and
- the amount of any funding request.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The board should advise the superintendent that all agenda items requiring board action should include detailed informational materials.	July 2000
2.	The board should not take action on items for which they lack detailed information, or on any materials presented for action on the night of the board meeting.	Ongoing

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

**FINDING**

In fiscal year 1998-99 SAISD's board approved approximately \$24 million in recurring budget initiatives (an increase in employee salaries as well as a tax cut) that had a serious impact on the district's fund balance. Although SAISD staff provided information to the board indicating that the changes would place serious financial constraints, the board proceeded with the actions.

The state Commissioner of Education wrote the district a letter warning about the reduction in fund balances to lower than recommended levels.

The external auditors also recommended that the district prepare a three-year financial plan and forecast to manage its cash flow, which the district has not completed.

**Recommendation 5:**

**Amend board policy to require a fiscal impact statement on all proposed budget actions, including the impact of those actions on the fund balance.**

Budget revisions should carry a fiscal impact statement before any board vote on the matter. Board Policy CE (local) should be amended to require that a fiscal impact statement be included with the background materials submitted to the board for any action item necessitating a budget revision. The revised policy should require that the fiscal impact statement clearly show the effect that the budget revision will have on the fund balance.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The administration officer responsible for the policy manual prepares a revision to Board Policy CE (local)	May 2000
2.	The superintendent provides comments on the draft policy and submits to the board president for comments.	May 2000
3.	The superintendent submits the draft policy revision to the full board for adoption.	June 2000
4.	The board adopts the revised policy.	June 2000
5.	Fiscal impact statements begin to appear with every budget revision.	July 2000

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

**FINDING**

Board policy BED (local) outlines the procedures for public participation at board meetings. The policy calls for public comments to be the first item on the agenda, but the policy does not require this prior to executive sessions. For example, at the September 27, 1999 board meeting, the sixth item on the agenda was citizen participation. Items prior to that included correspondence, announcements, recognitions and closed (executive session). Having these same items precede public comments is characteristic of most other board meetings as well.



The board allows adequate citizen input during board meetings, but such input does not occur at a set time on the agenda. Public input usually is solicited after executive session. Consequently, depending on the length of the executive session, citizens desiring to address the board have been required to wait as late as 10:00 p.m. to provide their comments as part of a public input agenda item. On occasion, the board has rearranged the agenda to allow citizens to provide comments prior to the executive session. However, this agenda modification does not occur on a regular basis.

**Recommendation 6:**

**Amend board policy and allow citizens to provide comments to the board as the first item on the agenda for each board meeting, prior to executive session.**

Public comments should be placed on the agenda at a set time, either after the recognitions or immediately preceding the executive session. Citizens should not be asked to wait for a lengthy executive session to conclude prior to their participation.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The board revises policy BED (local) which now reads "Public comments should be the first item on the agenda" with the addition "prior to executive session."	July 2000
2.	The board president ensures that public participation occurs prior to executive session.	July 2000

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

**FINDING**

Most regular board meetings occur in the board auditorium at the central office on Lavaca Street. Exceptions occur during renovations of the auditorium and when the anticipated size of an audience at a regular meeting may exceed the auditorium's capacity. At those times, school auditoriums have been used. In 1991, TSPR commended SAISD for rotating meetings among its schools, and this practice continued to some extent throughout 1998. However, since the current board was elected in May 1998, board meetings have been held at school sites infrequently.

School boards throughout the country, however, have found that periodic board meetings at campuses allow the district to showcase its schools to the public. In addition, board members can become more knowledgeable of school-based operations and accomplishments since schools could have time on the agenda for this purpose. Such practices facilitate a positive relationship between the board and campus personnel, and aids community stakeholders who cannot always travel to the central office to attend board meetings.

**Recommendation 7:**

**Rotate board meetings among schools.**

One board meeting every other month, as well as some special board meetings, should be held at a school campus. The board should establish a master calendar that rotates one meeting a month among schools in each of the feeder patterns within SAISD.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The board president and superintendent develop and prepare a calendar that identifies school locations for future board meetings.	July 2000
2.	The board president and superintendent share the proposed calendar with the full board for approval.	July 2000
3.	The superintendent notifies principals of the dates on which their campuses will host a board meeting during the 2000-01 school year.	July 2000
4.	The Communications Office and individual schools notify the public of the dates and times of board meetings on each campus.	Ongoing

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

**FINDING**

Members of the SAISD Board of Trustees have not had adequate training for their roles.

Chapter 61 of the Texas Administrative Code, Subchapter A, Section 61.1 (b)(2) requires the entire board and superintendent to participate in a team-building session facilitated by the appropriate Education Services Center (ESC) or another registered provider. These team-building sessions can be of a length deemed appropriate by the board, but generally should last at least three hours. Commonly referred to as "Team of Eight" training

because most Texas school boards have seven members and a superintendent, the purpose of these team-building sessions is to enhance the effectiveness of the board-superintendent team and to assess its continuing education needs.

**Exhibit 1-7** shows board member training since the May 1998 board election. With the exception of the Texas Association of School Boards (TASB) training and local district orientation for new board members, the board is not complying with the state's team-building training requirements. In addition, three members have not met their individual training requirements set by the state. And, as shown in the last column of **Exhibit 1-7**, few of the individual hours taken by the board members have been in the area of governance and board roles and responsibilities. Instead, they have been more generic in nature (e.g. attendance at a conference or workshop on school district operations).

**Exhibit 1-7**  
**Region 20 Education Service Center (ESC) Training Report**  
**Summary of Credit Hours by SAISD Board Member**  
**May 6, 1998 through September 30, 1999**

<b>Board Member</b>	<b>Orientation for New Members</b>	<b>Hours in "Team of 8" Team Building</b>	<b>Individual Training Hours (5 hrs. for experienced members; 10 hrs. for new members)</b>	<b>Hours of Individual Training Related to Governance/Board Roles and Responsibilities</b>
Mr. Thomas C. Lopez	not required	0	6.5**	2.5
Mrs. Sylvia Ward	not required	0	0	0
Mr. James Howard*	7	0	12.5	5
Mr. Paul Talamantez, Jr.*	7	0	5	0
Mrs. Mary Esther Bernal	not required	0	8	0
Mrs. Connie Rocha	not required	0	11	4

Dr. Julian Trevino	not required	0	4.5	0
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*Source: Region 20 Education Service Center, 1999.*

*\*Elected in May 1998.*

*\*\*Of the 5 hours required, the board president must attend special training for board presidents (Region 20 reported that two hours of board president training was completed.)*

SAISD's board and superintendent attended mandatory Team of Eight training on March 23, 1998, prior to the last board election. As of September 1999, however, the new board and former and interim superintendent have not held the annual team building training session for the 1998-99 school year required by state law.

In summer 1998, the chief executive officer of the HEB grocery store chain provided funding for a facilitator to work with the SAISD board and former superintendent to improve relations among members. At that time, the facilitator met with the school board members and senior staff individually to try to mend relations, but the superintendent resigned and these efforts never came to fruition. Once again, in December 1998, the consultant met with the board and Citizen's Facilities Oversight Committee to improve relations and a work session took place on December 8, 1998. Finally, in January 1999, the board president asked the facilitator to work with the board on goal setting. At that time, he met with individual board members to identify goals, but the board never scheduled the meeting to discuss facilities committee interactions to improve relations and comply with state training requirements.

#### **Recommendation 8:**

**Provide team-building training to board members to promote cooperation and trust, and increase individual training opportunities related to the roles and responsibilities of board members.**

The board should hire an outside team-building facilitator to conduct a series of workshops not only to comply with "Team of Eight" training requirements, but to improve board relations as well. This training should be intended to build trust among board members and between the board, superintendent and senior staff. As required by the state, team-building sessions should be held at least once each year. Board members should

attempt to understand their colleagues and, through team building, commit to work together to advance the district's mission, goals and objectives.

In addition, the SAISD board should implement a local board policy requiring board members to increase the percentage of continuing education training hours attended related to governance/board roles and responsibilities. At a minimum, the policy should require each board member to attend at least half of individual training hours on governance-related training. This action would greatly enhance board members' understanding of their roles and responsibilities and should limit their tendency to participate in day-to-day administrative matters.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent and board president create a steering committee and request proposals to conduct one or more team-building retreats.	July 2000
2.	The steering committee outlines a minimum number of training hours board members should attend related to governance and puts the policy in place or amends current policy as needed.	July 2000
3.	The steering committee reviews proposals and selects a team-building facilitator to conduct the workshops.	August 2000
4.	The board, superintendent and central administration attend the training.	Ongoing
5.	The steering committee reviews the outline of training hours related to governance and provides comments as necessary.	August 2000
6.	The superintendent obtains scheduled training sessions from TASB and Region 20 ESC and provides to the board.	Ongoing
7.	Board members attend training sessions and increase the number of training hours related to governance.	Ongoing

**FISCAL IMPACT**

The cost of each team-building session would be based on the fees and expenses charged by the facilitator selected by the board. The cost of securing a facility away from SAISD for two days should be minimal since several locations could be offered free to the school district (such as a room in a local postsecondary institution). Based on discussions with district personnel, TSPR estimates the facilitator's fees at \$1,000 per day (or \$500 per half day), with an additional \$400 for expenses (\$1,200 x 2 days x 2 sessions = \$4,800). Depending on the location of the retreat, food and beverages might be provided by the district's Food Service

Department. This recommendation could be implemented with SAISD's \$29,600 travel and related expenses budget that is primarily used for board member training.

## **FINDING**

SAISD's board members continually question administrative decisions and micromanage district affairs. Interviews conducted by TSPR with SAISD employees and community leaders alike highlighted this concern. In addition, the board is plagued by factions among its members. Examples were provided of board members controlling staff appointments and transfers of teachers and principals, and avoiding established channels of communication when parents call them about problems and concerns.

Several boards around the country have used an external facilitator to help focus themselves on school district goals and objectives and to develop open and honest dialogue. This process can begin with a steering committee consisting of the superintendent, board president, another board member and perhaps another senior staff member. Typically, this committee then selects and meets with one or more facilitators to lead a series of workshops for the board and senior staffers focused on reducing mistrust and suspicion and eliminating excessive micromanagement and the pursuit of political agendas.

One successful attempt at bringing harmony to a board was achieved by the Bensalem Township School Board in Pennsylvania. During their training sessions, the board developed the leadership profile displayed in **Exhibit 1-8**. This type of profile could be displayed in the board room to provide focus for day-to-day decision making. It also can provide evidence to the community that the board has made improvements and intends to abide by high standards.

### **Exhibit 1-8 Example of Commitment for Improving School Board Relations**

#### *Leadership Profile*

We will recognize our own prejudices.  
We will be prepared and stay focused.  
We will follow the chain of command.  
We will foster respect and understanding.  
We will be up front about pressure groups.  
We will focus on the issue, not the individual.  
We will not allow ourselves to request favors.  
We will work hard at having broad shoulders.  
We will back off when too close to a situation.

We will strive to always look at the whole picture.  
We will not be intimidated with position or power.  
We will be open to accepting constructive criticism.  
We are willing to change and to help create change.  
We will take risks within reason and feel supported.  
We will not attack others' views, or tolerate retaliation.  
We will provide all the sufficient information and facts.  
We will communicate issues clearly.  
We will strive to keep an open mind and not close down.  
We will work to have everyone feel valued and included.  
We will make every effort to follow the profile we designed.  
We will be courteous and agree to disagree (with rationale).  
We will work as a team and work to build trust. (No surprises.)  
We will lead by example and make every effort to walk the talk.  
We will refuse to participate in cliques and back-room planning.  
We will strive to leave every meeting with respect and understanding.  
We will ask for and value others' perspectives, even if not in line with our own thinking.

*Source: Bensalem Township School Board, 1999.*

**Recommendation 9:**

**Develop operating procedures for the board and a self-monitoring system to ensure that all board members fulfill their roles and responsibilities.**

Board members should commit themselves to listening to and respecting each other's points of view, working through their differences, resolving communication problems and above all putting the interests of SAISD students above personal differences. This joint commitment should restore trust, open the lines of communication among board members and lead to a more cohesive relationship between the board and administration that ultimately should benefit SAISD students and employees.

To ensure that board members are committed to their roles and responsibilities and to regaining trust among each other and with SAISD employees and the community, operating procedures should be established and agreed to by each board member. In addition, the board either should create a monitoring system to ensure that board actions are consistent with agreed-upon operating procedures. When they are not, the board attorney should notify the board, and the minutes should reflect such notification.

Finally, the SAISD Board of Trustees should consider the development and display of a leadership profile as shown in **Exhibit 1-8**.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The board president creates an ad hoc committee of board members who will draft board operating procedures.	May 2000
2.	The ad hoc committee submits the operating procedures, including a monitoring plan, to the full board for input and adoption.	June 2000
3.	The board adopts the proposed procedures with modification as appropriate.	August 2000

## **FISCAL IMPACT**

This recommendation could be implemented with existing resources.



# Chapter 1

## DISTRICT ORGANIZATION AND MANAGEMENT

### **POLICIES AND PROCEDURES**

Effective district management requires sound, clearly written and legally valid policies. The State Board of Education requires each Texas school district to adopt policies governing the operation of its schools and make them accessible to all school employees and the public.

Since 1995, SAISD has used the TASB Policy Manual Service for policy updates and revisions. Responsibility for maintaining the district's policy manual is assigned to an administrative officer who reviews policies submitted to the district by TASB and drafts proposed or revised policies with input from other senior staff members. In 1997, policies were placed on line and are readily accessible throughout the district.

SAISD policy manual updates are distributed to about 240 central office employees, board members, school principals and the school attorney each time a new or revised policy is adopted by the board. The public can examine board policies at each school. Each principal and department administrator is responsible for ensuring that each update or revision is placed in the policy manual and shared with appropriate SAISD staff.

### **FINDING**

SAISD has a comprehensive administrative procedures manual with policies clearly linked to procedures. The components of the manual are shown in **Exhibit 1-9**. Administrative forms are included with appropriate administrative procedures. Procedures are disseminated in hard-copy format to all holders of the manual as they are developed. Unlike some districts, which keep procedures in separate manuals or in procedural memos distributed among various departments and divisions, SAISD has consolidated their procedures in a central location. The comprehensive document enables district personnel to quickly and efficiently access specific rules as needed.

**Exhibit 1-9**  
**Administrative Procedures Manual**  
**San Antonio Independent School District**

Outline of Administrative Procedures Manual

Basic District Foundations  
Local District Governance

Business and Support Services Personnel Instruction Students Community
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Source: SAISD, *Administrative Procedures Manual*, 1999.

## COMMENDATION

**The SAISD administration has developed a comprehensive administrative procedures manual with clear links to board policy.**

## FINDING

Since the policy manual was placed on line in 1997, the number of hard copies has not been reduced. Two hard-copy policy manuals are maintained at each school (except for Jefferson High, which has four), and senior staff, departments and board members each have a hard copy. In all, the district maintains about 240 copies of its policy manual.

### **Recommendation 10:**

**Reduce the number of hard copies of the policy manual.**

SAISD employees should use the on line policy manual whenever possible. SAISD employees are experienced in using the Web page and the policy manual on the Web site is readily and easily available on line. A large number of hard-copy policy manuals should no longer be required.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The administrative officer reduces the number of hard copies of the policy manual.	September 2000
2.	The administrative officer informs SAISD employees that the on line manual is the official manual to be used in the district.	September 2000

## FISCAL IMPACT

At present, new or revised policies are distributed about three times a year to 240 policy manual holders. If 100 copies are maintained in the hard-copy format instead of 240, a cost reduction would result: 10 cents per page x 100 pages of updates per year x 140 copies x three times per year = \$4,200 (annual cost savings).

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Reduce the number of hard copies of the policy manual.	\$4,200	\$4,200	\$4,200	\$4,200	\$4,200

## **FINDING**

A committee of principals and central office administrators meet weekly to discuss and develop administrative procedures. According to Board Policy BP (local), "Administrative regulations may be amended at any time by the superintendent or designated staff with the prior approval of the superintendent." In SAISD, neither the superintendent nor the assistant superintendent signs administrative procedures. At times, these procedures are not reviewed by senior staff prior to their distribution and implementation. TSPR found no evidence that prior approval had been granted for each new or revised procedure. This lack of approval creates the potential for the implementation of procedures that are not endorsed by the superintendent and other senior staff.

### **Recommendation 11:**

#### **Require the superintendent to approve each new or revised administrative procedure prior to distribution and implementation.**

A signature and date line should be added to each administrative procedure to ensure that the superintendent fully endorses and supports it.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent directs the administrative officer responsible for the development of administrative procedures to modify the process for creating and revising procedures so that the superintendent reviews and approves via signature all new and revised procedures that the procedural committee recommends.	July 2000
2.	The administrative officer submits draft new and revised procedures to the superintendent for review and signature prior to their dissemination.	July 2000 and Ongoing

## **FISCAL IMPACT**

This recommendation could be implemented with existing resources.

## **FINDING**

Although the SAISD policy manual is on line, the comprehensive administrative procedures manual is maintained only in hard copy. At present, new or revised administrative procedures are distributed to about 145 holders of the procedures manual. When administrators need to check a procedure, they must consult the hard copy. In addition, they must manually substitute pages in their administrative procedures manual when additions, deletions or changes to administrative procedures occur.

**Recommendation 12:**

**Place the administrative procedures manual on line.**

With the increased use of the on line policy manual, administrative procedures that are linked to policies also should be placed on the web site. Changes to administrative procedures should be made on line so that administrators do not have to manually insert changes in their manuals, and procedures can be updated quickly and readily.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent directs the Technology Department to automate the administrative procedures manual.	2000-01 school year
2.	The administrative officer prepares a revised procedure stating that the official administrative procedures manual is available on line and sends the policy to the superintendent for approval.	August 2001
3.	The superintendent prepares a memo or e-mail directing all administrators that the on line copy of the administrative procedures manual should be used throughout the district.	August 2001

**FISCAL IMPACT**

If handled by in-house personnel, the administrative procedures manual could be automated at no additional cost to the district. At present, new or revised administrative procedures are distributed to about 145 holders of the procedures manual. If only five master sets of the administrative procedures manual are maintained in hard-copy form (instead of 145), a cost reduction should result: 10 cents per page x 100 pages of updates per year x 140 copies = \$4,200 (annual cost savings).

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Place administrative procedures	\$0	\$4,200	\$4,200	\$4,200	\$4,200

manual on line.					
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## **FINDING**

Board Policy BBFA (Legal) addresses ethics and conflict of interest, and requires board members to disclose substantial business interests in accordance with the state's Local Government Code, Sections 171.001-002. This business interest must be disclosed in a signed affidavit.

A "substantial" interest in a business entity is defined in Section 171.002(a) as ownership of 10 percent or more of the voting stock or shares of a business entity or ownership of 10 percent or more or \$15,000 or more of the fair market value of the business entity; or the receipt of 10 percent or more of one's gross income for the previous year from the business entity. Section 171.002 states that a person has substantial interest in real property if the interest is an equitable or legal ownership with a fair market value of \$2,500 or more. Furthermore, a local public official is considered to have a substantial interest under this section if the business entity or property is owned by a person related to the official in the first degree by consanguinity or affinity as determined under Chapter 573 of the state's Government Code.

Section 171.003 states that a public official commits an offense if the official knowingly violates Section 171.004. Section 171.004, in turn, states that if a local public official has a substantial interest in a business entity or in real property, the official must file, before a vote or decision on any matter involving the business entity or real property, an affidavit stating the nature and extent of the interest and shall abstain from further participation in the matter if:

1. "in the case of a substantial interest in a business entity, the action on the matter will have a special economic effect on the business entity that is distinguishable from the effect on the public; or"
2. "in the case of a substantial interest in real property, it is reasonably feasible that an action on the matter will have a special economic effect on the value of the property that is distinguishable from its effect on the public."

The affidavit must be filed with the official recordkeeper of the governmental entity.

In 1995, an outside legal firm was directed by the board (under the administration of the SAISD executive director of Finance) to investigate a possible conflict of interest found by the SAISD auditors in their audit for the year ending August 1995. The possible conflict of interest concerned the then- board president who had substantial interest in a

child care business that receives substantial payments from SAISD. Prior to 1995, the board member had not filed the required annual disclosure affidavit. Nonetheless, the administration and the district's attorney determined that this board member abstained from voting in payment resolutions to the child care center. The January 1996 report concluded that:

The conflict of interest statutes are applicable to the instant situation and require that the Trustee timely file an interest disclosure affidavit and abstain from further proceedings. The required abstention from further proceedings certainly requires that the Trustee refrain from voting or deciding measures that affect her interest and may prohibit other affirmative action. It appears more likely that the Trustee herein did not timely file the required affidavit. It appears more likely that the Trustee did not vote on the measures in question. Because we have no information on possible further participation, we render no opinion on that question.

Since 1995, this and in each subsequent year, the board member identified above has filed an annual disclosure affidavit. Nonetheless, an analysis of board minutes do not clearly show that the board member has refrained from voting on issues related to the day care center, nor does the district have a tracking system in place to ensure that board members do not vote on agenda items affecting their interests.

During public hearings and focus groups, this issue of board conflict of interest was repeatedly brought to TSPR's attention. While TSPR found no evidence that other board members have conflicts of interest in businesses they own, or that the trustee in question has not refrained from voting on issues related to the child care center, a public perception of conflict of interest continues to exist.

**Recommendation 13:**

**Amend board policy BBFA to require board members with substantial interests in businesses to file timely affidavits and officially record conflict-of-interest votes.**

To ensure compliance with the Texas Local Government Code regarding conflicts of interest, SAISD should formally amend local board policy BBFA requiring that the appropriate affidavits be filed in a timely manner. In addition, detailed minutes should be maintained on such board votes. The district's legal counsel should monitor such votes and advise board members when potential conflicts of interest votes are about to be taken.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent drafts an amendment to policy BBFA requiring board members with substantial business interests to file affidavits within the first month of each year instructs the district's attorney and monitor all board votes for potential conflicts. Further, the policy should stipulate that board minutes will record the votes on all potential conflicts.	June 2000
2.	The board reviews and approves the amend policy.	July 2000
3.	The board implements the amended policy requiring timely filing of substantial business interest affidavits and implementation of a tracking system.	August 2000

## **FISCAL IMPACT**

This recommendation could be implemented with existing resources.

# Chapter 1

## DISTRICT ORGANIZATION AND MANAGEMENT

### DISTRICT MANAGEMENT

SAISD has undergone substantial changes in recent years in terms of leadership, resources and performance as measured by student achievement.

One of the most visible changes has been turnover in superintendent leadership. The district has had three superintendents in the past six years. Victor Rodriguez, appointed as superintendent in 1982, retired in 1994 after 12 years of service. In 1994, Diana Lam became superintendent and implemented widespread changes in the organization, philosophy and management of the district. In November 1998, Lam left the district with a controversial and costly separation package; David Splitek served as interim superintendent from November 1998 to January 2000. In December 1999, the board selected Ruben Olivarez as superintendent. The new superintendent began serving in January 2000.

### FINDING

TSPR found that the processes and procedures by which SAISD central administrative staff members communicate and coordinate district activities are effective. Regularly scheduled meetings, with agendas and minutes, are the primary means by which the superintendent manages the executive directors. These meetings generally attract full attendance and participation from attendees and have provided a critical thread of continuity among the district staff amid frequent changes in leadership and organization. This "management by meeting" appears to work, as district staff seem well-informed about issues facing the district as well as board directives and questions.

Among the most useful meetings are the weekly cabinet meetings held by the superintendent and the "steward" meetings (meetings between the executive directors in the Campus Leadership Division, associate superintendents and other executive directors). Those who attend these meetings suggest that they offer an effective way to address procedural questions or concerns and time to exchange creative thoughts and solutions to problems.

The district's process for reporting activities and decisions to the board and senior staffers also is noteworthy. For example, the superintendent distributes a Friday "Superintendent's Report" to board members that updates them on district events, requests and correspondence. **Exhibit 1-**



**10** shows the organization of the Superintendent's Report and a brief description of each item. This report is separate from notes and minutes taken at the regularly scheduled weekly meetings and is a valuable source of information for district administrators as well as the board.

**Exhibit 1-10**  
**Outline of Superintendent's Weekly Report**

*"Hats Off"*

Special recognition for unique staff contributions and achievements

*Board Member Concerns/Requests for Information*

A complete list of board requests and questions raised during the week.

*What's Happening in the Schools and Learning Communities?*

Highlights of events in the schools from the week.

*What's Happening in the Central Office?*

Highlights of events in central administrative offices.

*Attachments*

*Correspondence*

A list of significant correspondence received during the week by the superintendent.

*Calendar of Coming Events*

*Source: SAISD Superintendent's Office, September 1999*

This report provides critical information to the board, reduces potential conflict among board members (since everyone knows what information other board members have requested), and provides a forum for the recognition of staff accomplishments.

Organizations that share information and direct their actions as effectively as SAISD are rare. District staff members are required to attend several long meetings each week (such as the cabinet meeting and principals' meeting) and for each meeting, agendas are distributed, minutes are taken and then circulated electronically, and action items are identified and assigned to committee members.

These protocols have many benefits, including a well-informed staff, consistent problem-solving, an electronic record of management decisions and time efficiencies.

## COMMENDATION

**Senior staff meetings are effective and exhibit first-class standards of protocol.**

## FINDING

SAISD's frequent changes in leadership, coupled with severe fiscal constraints, have contributed to morale problems in the district. During interviews and focus groups conducted by TSPR, many district administrators and principals provided anecdotes on poor relations among various staff members. Survey results support these anecdotes. One survey statement asked respondents to *strongly agree*, *agree*, *disagree* or *strongly disagree* with the statement "The morale of central administration is good." In each of four categories of respondents (district administrators and staff, principals and assistant principals, teachers and parents), at least twice as many respondents *disagreed* or *strongly disagreed* than *agreed* or *strongly agreed*.

In other survey statements, respondents expressed strong negative feelings about "central administration efficiency," and the "support of central administration for the educational process."

**Exhibit 1-11** shows relevant statements and respondent answers.

**Exhibit 1-11**  
**District Administration and Support Staff Survey**

<b>Survey Question</b>	<b>District Administrators and Support Staff (n=336) SA/A / D/SD</b>	<b>Principals and Assistant Principals (n=100) SA/A / D/SD</b>	<b>Teachers (n=379) SA/A / D/SD</b>	<b>Parents (n=140) SA/A / D/SD</b>
The superintendent is a respected and effective instructional leader.	66/13	68/19	49/22	51/11
The superintendent is a respected and effective business leader.	64/15	72/14	47/20	NA
Central administration is	40/43	37/51	22/61	NA

efficient.				
Central administration supports the educational process.	60/20	58/34	35/48	NA
The morale of central administration is good.	22/52	18/46	16/30	42/11

*Legend: Percent Strongly Agree and Agree/Percent Strongly Disagree and Disagree; NA = Not Asked Source: Survey conducted by TSPR, 1999.*

Budget problems represent another major challenge facing the district. SAISD has taken extreme measures to reduce its spending. The current year's budget was reduced by imposing a hiring freeze for all vacant positions except instructional staff; eliminating certain administrative expenditures; increased energy efficiency to reduce utility costs; and the elimination of many travel and training expenditures. Many schools felt the fiscal constraints as SAISD adopted a policy of eliminating or reassigning assistant principal positions. The district also reassigned teachers as school enrollments dropped below expected levels.

Taken individually, SAISD's financial constraints, low morale, and lack of consistent leadership would each present a significant challenge. Together, these hurdles have resulted in profound animosities within the organization and substantial management challenges for the district's leaders.

Each superintendent has approached the complex issue of district organization with a different philosophy. From 1994 to 1999, the organizational structure of the district changed from a traditional organizational hierarchy to a symbolic "web" organizational structure developed by the former superintendent. The web-based organizational structure was designed to emphasize the superintendent's leadership at the center of the organization.

The web concept was based in part on a report by the consulting firm of USAA. The former superintendent hired USAA to perform a process review of central office operations and suggest an appropriate organizational structure for the district. USAA made recommendations in three major areas that eventually became the management philosophy underlying the web concept. The consultants found that the organization had too many managerial levels between schools and the superintendent,

so they recommended developing "feeder systems"-a division of the district into four geographic regions. USAA also recommended that district support operations be organized into networks, including Finance, Plant Services, Administrative Support, Student Support, Information Systems, Planning and Change Management and Community Partnerships. Additionally, USAA proposed that each feeder system have a team leader, an academic team, and provide operational and administrative support. Finally, USAA recommended that each academic team include a lead instructional facilitator, an administrative liaison, a special education specialist and a special program monitor. Each academic team would report directly to its team leader.

Within the web, the former superintendent created four stewards to provide leadership and direction for schools. Each steward had professional experience as a deputy, associate or assistant superintendent, or had been a principal or director of a department for at least five years. The former superintendent chose the word "steward" to describe these leadership positions specifically because they held no formal rank within the organization. The steward designation did not survive the departure of the former superintendent.

The latest organization structure, announced shortly before the release of this report, reduces the number of stewards from four to two and retitles the position area superintendent for campus administration and places these positions under a deputy superintendent for Curriculum and Instruction and Campus Administration

Much of the controversy within the district concerning the former stewards springs from the organizational structure in which they operate. Executive directors facilitate their schools' needs and interests to get the support and resources they need. The abilities (and inclination) of a director in Campus Leadership to successfully "broker" negotiations with another division (for instance, to ask the Technology Department for assistance with school computers) forms the basis for each school's perceptions about the effectiveness of its particular director.

Other Texas school districts, like Houston and Corpus Christi ISDs, have adopted a concept of "vertical teams" to support their schools. The manner in which vertical teams are formed varies from district to district, but generally the teams comprise principals and central administrators and are led by a team leader or area superintendent. Vertical teams are intended to operate as smaller "districts" within the district. This type of organization allows central administrators to become familiar with individual schools' operations and needs as they work with them regularly.

**Recommendation 14:**

**Build three "vertical teams" to provide an infrastructure of support for the district's schools.**

Many elements of SAISD's current organizational structure are compatible with the concept of vertical teams. Schools already are organized into clusters and principals were already assigned to one of four executive directors. The current goal of the executive directors ("To provide leadership, guidance and motivation to the community of learners in the assigned schools to directly contribute to increased student achievement.") is consistent with the philosophy underlying a vertical team structure.

The Campus Operations Unit should be changed to three vertical teams that include staff from various departments in central administration to provide cross-disciplinary team support to schools. The former positions of the four executive directors in Campus Leadership should be eliminated and three new positions of area superintendent should be created, using the same compensation package as for the executive directors. Each area superintendent should lead one of the vertical teams. The new area superintendent positions should be posted to solicit applications. Job qualifications and responsibilities of the area superintendents should be more comprehensive than those of executive directors.

The four areas should be redesigned to form three vertical teams. As more central administrative staff will be available to support schools under the vertical team structure, the number of schools assigned to each vertical team could be increased from about 24 to 32. The learning communities coordinated by the Campus Leadership directors could easily be integrated into a vertical team structure, and in fact, could be strengthened through interaction of cross-disciplinary teams.

Each team should include a staff member from Human Resources, Finance, Student and Community Services, Special Education, Plant Services and Technology in addition to the principals of schools within the clusters and the area superintendents. These supporting staff members should be reassigned from their current central administrative location and placed with their new team members. Supervisory responsibilities for vertical team members should fall to the newly designated area superintendents.

Under this arrangement, schools could obtain technical assistance directly from supporting team members without relying on their area superintendent's negotiating skills. For example, if a principal had questions regarding appropriate technology purchases, he or she could call the vertical team office to speak directly with the technology team member.

While the recent reorganization reduced the number of former executive directors from four to two, renamed the positions area superintendents and assigned them under the deputy superintendent, TSPR believes that the area superintendents should be reduced to no less than three positions. This level would ensure that each area superintendent does not have too large an area of responsibility in a district with 95 schools.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent creates three vertical teams that include staff from various departments in central administration to provide cross-disciplinary team support to schools.	July 2000
2.	The superintendent develops job descriptions and qualifications commensurate with the new vertical team structure.	July 2000
3.	The superintendent reassigns schools to the three area superintendents based on their geographic location and the proximity of feeder schools.	August 2000
4.	The superintendent accepts applications for the area superintendent positions in Campus Leadership.	September 2000
5.	The superintendent, with input from executive directors in the Campus Leadership Division, the Human Resources, Finance, Student and Community Services, Plant Services and Technology Departments and the associate superintendent for Curriculum, identifies three staff members from each of these departments to be reassigned to the Campus Leadership Division. Each team should include a staff member from Human Resources, Finance, Student and Community Services, Special Education, Plant Services and Technology in addition to the principals of schools within clusters and the area superintendents. Supervisory responsibilities for vertical team members should fall to the newly designated area superintendents.	October 2000
6.	The area superintendents, working with the Plant Services and Operations directors, identify locations for offices for the new vertical teams in close proximity to the schools they serve and to their fellow team members. Team members should be located close to one another.	November 2000
7.	Area superintendents develop a process by which schools will interact with vertical team members. This process identifies goals (e.g., quick response, appropriate approvals for decision-makers) and establishes team meeting schedules.	November 2000

**FISCAL IMPACT**

No new employees should be hired and existing facilities should be used to house vertical teams. However, SAISD would incur one-time costs for moving staff and equipment and building office space for the vertical teams. TSPR estimates these costs at \$15,000. This estimate assumes moving costs are contracted out, though a small amount of staff time would be required to set up the new offices.

Savings associated with the move from four budgeted steward positions to three area superintendents are estimated at \$93,381 plus 15 percent benefits, for a total of \$107,388 per year, which is the average of the four executive directors' annual compensation packages. For the 2000-01 school year, the savings reflect the savings from the executive director compensation less the \$15,000 one-time costs associated with moving to the vertical team structure.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Build three "vertical teams" to provide an infrastructure of support for the district's schools.	\$107,388	\$107,388	\$107,388	\$107,388	\$107,388
Relocation costs for staff and equipment.	(\$15,000)	\$0	\$0	\$0	\$0
<b>Total Net Savings (Cost)</b>	<b>\$92,388</b>	<b>\$107,388</b>	<b>\$107,388</b>	<b>\$107,388</b>	<b>\$107,388</b>

## **FINDING**

TSPR's survey findings and interviews indicate that a majority of principals and teachers feel that central administration is not efficient and that central administrators do not support the educational process in schools. As in many other school districts, the job responsibilities of SAISD's central administrators keep them close to the central administrative office rather than individual campuses.

However, given its severe problems with morale, SAISD may benefit from consideration of the atypical central administrative job responsibilities required in Tyler ISD, for example. Tyler requires its central administrators to spend one hour per week in one of the district schools, enabling them to keep in closer contact with individual school activities and needs.

### **Recommendation 15:**

**Require SAISD central administrators to spend at least one hour per week in direct service support to schools.**

The superintendent should develop a policy requiring all central administrative professional staff members to dedicate one hour per week to work in a school. The presence of central administrative staff in the schools in this capacity should boost morale in the schools and provide the administrators with a valuable learning experience.

Administrators should be encouraged to select one school to work with on an ongoing basis, and develop their service schedule in conjunction with the school principal and teachers.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent develops a district policy requiring central administrators to dedicate at least one hour per week to service in the schools.	July 2000
2.	District administrators identifies their schools of choice and contact the principals (or their designees) to coordinate service schedules.	September 2000
3.	The superintendent requires central administrators to report their service schedule monthly.	Ongoing
4.	Supervisors evaluate central office administrators annually based on their participation in providing direct service to campuses.	Ongoing

**FISCAL IMPACT**

This recommendation could be accomplished with existing resources.



# Chapter 1

## DISTRICT ORGANIZATION AND MANAGEMENT

### SCHOOL MANAGEMENT AND SITE-BASED DECISION MAKING

Section 11.251 of the Texas Education Code requires every school district and each campus to adopt a planning and decision-making process that involves the professional staff of the district, parents and community members in establishing and reviewing the district's and campuses' educational plans, goals, performance objectives and major classroom instructional programs. This process is known as site-based decision making (SBDM).

State law establishes the processes by which the district professional staff, parents and community members are selected for committees and the results these committees are designed to produce. At the district level, the committees are directed to formulate a district improvement plan to "guide district and campus staff in the improvement of student performance for all student groups in order to attain state standards in respect to...academic excellence indicators." At the school level, the committees are directed to formulate a campus improvement plan to "assess the academic achievement for each student in the school using the academic excellence indicator systems..." As described in state law, schools set the campus performance objective based on academic excellence indicators, including objectives for special-needs populations.

SAISD has experienced substantial turnover among its principals, particularly elementary principals. Almost 20 percent of the district's current principals were hired within the past four years. This high turnover rate has required schools and central administrative staff to train and accommodate new senior staff at an unusually high rate. **Exhibit 1-12** shows SAISD's experience with principal turnover in recent years.

**Exhibit 1-12**  
**SAISD Experience in Principal Retention**  
**1995-1999**

<b>School Level</b>	<b>Total Number of Principals</b>	<b>Number of Principals leaving SAISD employment</b>	<b>Turnover Rate</b>
Elementary Schools	63*	13	20%
Middle	17	3	18%

Schools			
High Schools	11	1	9%
<b>Total Experience</b>	<b>91</b>	<b>17</b>	<b>19%</b>

\*One principal leads two elementary schools: Ruiz and Barkley.  
*Source: SAISD Human Resources, September 1999 (SAISD Secondary Special Schools are not included in the exhibit).*

A number of reasons have led to this turnover. In the mid-1990s, SAISD employees were offered an early retirement package. Some principals took advantage of this offer. Others moved out when the former superintendent was hired; still others have left as a result of other job offers and job dissatisfaction.

As described above, SAISD has a unique organizational component relevant to school management: the Campus Leadership Division. Each of the four executive directors in the division is assigned anywhere from 19 to 28 schools, which together comprise two or three "school clusters."

Each of the four executive directors also is assigned a "learning community" that they are required to oversee. The learning communities are intended to provide opportunities for professional growth and provide a focal point within the district for training, coordination and progress in each of the areas (i.e., professional development, fine arts, athletics, high schools and bilingual education). The executive directors convene regular meetings (usually weekly) with their learning communities, including both central administrators and school staff.

The creation of this division has added a positive dimension of central administrative involvement in schools. At its best, this unique division has served as a source of institutional and education advocacy, creativity and liaison with other educational institutions.

## **FINDING**

The organizational structure that supports the SBDM process (including central administrative staff and school personnel) has undergone numerous changes in leadership. Within SAISD's central administrative offices, the staff members most involved in SBDM are the Campus Leadership executive directors. However, schools within SAISD have been reassigned among these executive directors every year for the past five years, providing little continuity in leadership.

Similarly, the executive directors vary greatly in how they manage, evaluate and communicate with staff. This is at least partially due to the incomplete and general job descriptions provided for these executive directors. Their job descriptions list only their performance responsibilities, not the forms or processes to be followed in discharging them.

**Exhibit 1-13** lists the executive directors' performance responsibilities.

**Exhibit 1-13**  
**Performance Responsibilities for Executive Directors**  
**in the Campus Leadership Division**  
**1999-2000**

1.	Formulate a vision for the community of schools assigned by cooperatively establishing short and long-term plans for individual schools.
2.	Provide leadership, guidance and motivation to school principals, school staffs and vertical teams in the development and implementation of their campus improvement objectives.
3.	Evaluate the effectiveness of the instructional programs at each campus.
4.	Recommend to campuses effective institutional strategies and programs.
5.	Support and monitor the staff development efforts of each campus to ensure alignment between staff development activities and the instructional goals of the campus.
6.	Supervise and evaluate the principals and other staff members assigned.
7.	Establish and maintain open channels of communication with parents, students, patrons, teachers, support staff and administrators.
8.	Monitor the preparation of the budgets and the allocations of personnel units at each campus.
9.	Ensure that the campuses assigned comply with Shared Site-Based Decision-Making.
10.	Coordinate the services provided by the Academic Support Team within the schools assigned.
11.	Work cooperatively with the Superintendent, the Associate Superintendents and the Network Stewards.
12.	Work cooperatively with the district's departments to ensure the smooth operation of the schools assigned.
13.	Assist schools assigned with administering special programs conducted by

	each campus (e. g., summer school programs, Two-Way Bilingual programs, and programs focused on comprehensive school reform.)
14.	Ensure compliance with all local, state and federal regulations.
15.	Assist in identifying, screening and training staff members who have leadership potential.

*Source: SAISD, Instructional Steward, September 1999.*

As **Exhibit 1-13** illustrates, these responsibilities provide general, conceptual guidance, but little in the way of acceptable or common practices and procedures.

For example, the first responsibility, "Formulate a vision for the community of schools assigned by cooperatively establishing short and long-term plans for individual schools," suggests a useful exercise but is ambiguous at best. It is unclear whether each executive director is expected to develop a unique vision or whether the four are expected to create a single vision for the entire district. Just who is expected to "cooperate" in formulating the plans is also unclear. And no guidance is given as to how the short and long-term plans fit in with the Campus Improvement Plans, if at all.

Another example of problems associated with these too-general job responsibilities is the issue of performance evaluations of principals. These evaluations are a particularly volatile issue in the district. The sixth responsibility listed above), "Supervise and evaluate the principals and other staff members assigned," is interpreted differently by each of the four executive directors. Some allow the principals to evaluate themselves and then review the self-evaluation. Others rely primarily on student achievement and school performance data to develop an evaluation. Principals may do well by one method of evaluation and poorly on the other, and since there have been frequent reassignments of principals among executive directors, several principals have experienced extreme disparities in their performance evaluations.

Finally, the job descriptions do not convey the breadth and depth of the executive directors' actual involvement in the schools. Principals cited examples of the types of activities that executive directors are required to approve, including all fund-raisers (such as bake sales), field trips, technology purchases and school-based initiatives. If an executive director disapproves one of these activities, the school has little opportunity to appeal the decision. Procedurally, schools may appeal on their own behalf, however, practically little happens.

**Recommendation 16:**

**Develop specific guidelines to ensure consistency in school management and leadership.**

In addition to revising job responsibilities and completing job descriptions for the newly created area superintendents, should develop guidelines to provide more specific direction for the execution of these responsibilities. The guidelines should define the process by which principals are evaluated and list specific expectations for the superintendents' involvement in the schools.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	Newly hired area superintendents in the Campus Leadership Division, together with the superintendent, convene to write their job descriptions.	November 2000
2.	The superintendent ensures that the revised job descriptions list acceptable and standard processes for performing job responsibilities (e.g., 10 percent of principals' performance evaluations will be based on student achievement in their schools).	December 2000
3.	The area superintendents develop narrower guidelines for consistent involvement with their schools (i.e., requiring an area superintendent's approval for a school bake sale is inappropriate).	December 2000

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

**FINDING**

In SAISD, site-based decision making (SBDM) is stronger in theory than in practice. Changes in SAISD's districtwide and school leadership, financial constraints and a former superintendent that emphasized district unity as opposed to school autonomy all have contributed to this weakness.

One obstacle to full implementation of SBDM are the so-called "district initiatives" that guide so much school activity. For example, each school must hire an instructional guide (IG) to support teachers by designing and delivering staff training, providing peer coaching, developing curricula and identifying instructional resources for teachers. While principals do have discretion over who they hire for this position, they are required to have at least one IG on campus.

As a result of such inhibiting factors, some principals asserted that, while their SBDM experience has been positive, the real discretion afforded them (in terms of staff time and budget decisions) is actually quite minimal.

Principals also are limited in their ability to hire employees. Focus groups shared stories about principals who typically have more discretion in hiring a custodian than a teacher.

Principals also face obstacles in developing their own school policies for curriculum, services and communication. They must receive approval for, inform, report to and meet with central administrative employees with regard to their instructional plans, community liaisons, school initiatives, technology and other school issues.

Earlier in this chapter, TSPR commended SAISD for its central administration communication and processes. Principals also benefit from strong meeting protocol and good communication, but "management by meetings" is not an advantage to school-based staff since it requires principals to leave their schools too frequently.

At present, principals are required to attend two to four districtwide meetings each week. These include "level" meetings, which are convened and led by one of five level facilitators: one of three executive directors for elementary schools, the associate superintendent of Curriculum and School Support for middle schools and an executive director for high schools. During these meetings, principals raise, discuss and resolve issues.

Principals also must attend "learning community" meetings. At present, each of the four executive directors in Campus Leadership leads a "learning community" - professional development, fine arts, athletics and high schools and the bilingual program - that meet every week or so to track and coordinate school and districtwide activities in these areas. Principals must work with these learning communities and inform the appropriate executive director of relevant activities. Each of these examples illustrates weaknesses in the district's SBDM model. During focus groups, principals indicated that they believed these meetings require them to leave campus more often than they think appropriate. As one principal said, "We have a lot of bosses."

While some of the district initiatives have improved student achievement, they also seem to have dampened momentum on individual school initiatives.

#### **Recommendation 17:**

**Increase the authority and responsibility granted principals in managing their own schools.**

Individual principals should have less constraints in their "district initiatives," and should not be required to attend so many meetings off campus.

Principals should be allowed to develop their own adaptations of "district initiatives," assuming these initiatives remain in place with the new superintendent. In other words, schools should not be required to hire specific personnel (e.g. instructional guides and community liaisons). Instead, schools (with vertical team support) should assess their needs vis-à-vis district priorities (in the form of their Campus Improvement Plans) and plan appropriate actions to take and personnel to hire.

Finally, principals should be allowed and even encouraged to spend as much time as possible at their own schools. Meetings that principals are required to attend should be held at individual schools as often as possible, rather than central administrative meeting places. The number of meetings principals must attend should be reduced as a result of implementing the vertical team structure, as content currently covered in the "level" and learning community meetings should be covered in vertical team meetings.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	Area superintendents in the Campus Leadership Division meet with their principals and find ways to provide more flexibility to principals, staff activities and special initiatives. Results are reported to the superintendent for approval.	August 2000
2.	Principals seek support for their individual school initiatives from vertical teams.	Ongoing
3.	The new area superintendents ensure that the location of meetings that principals must attend are moved regularly to minimize the amount of time any one individual has to spend away from his or her school.	Ongoing

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

**FINDING**

Site-based decision-making is inhibited because schools are not adequately represented in the processes formula development and initial

budget planning. The significant factor undermining effective SBDM processes, however, is the budget process. Each school in SAISD has a budget advisory committee to assist it in developing and executing a budget. However, instead of delegating full control for budget development and management to the schools, the district manages school budgets through formula-driven allocations. For example, if the campus receives an allocation for physical education supplies, but needs the money for copier supplies, the campus must initiate a budget amendment request to move the funds to the desired account. Some accounts may not be transferred or spent for other purposes without special approval of the superintendent or his designee.

Although principals are allowed to amend their allocations, the aim of site-based decision-making is to decentralize budgetary decision making by giving principals as much control over their budgets at the front end. The idea is to shift responsibility and accountability for resources to those who know best how they should be used. Other districts permit campuses to decide how allocations should be used.

Principals and other central office staff said they do not feel adequately prepared to participate in site-based decision-making related to their budgets. Although some training on the budget development process is provided during staff development sessions in the fall, many said they were not adequately prepared to plan in a time of budget constraints.

In addition, staff said they did not understand how to monitor actual expenditures compared to budgeted expenditures. In 1998-99, the district made available an on line monitoring system for campus and unit budgets. Although the on line system displays the funds that are available in the school budget and what amounts have been encumbered, principals did not believe they had adequate training to enable them to interpret the data.

### **Recommendation 18:**

#### **Decentralize the budget process and train district employees in budget functions.**

The budget process allow campuses greater flexibility and control over how the resources are allocated to specific categories of expenditure. Decentralization would give each school the opportunity to decide how to best use available resources to implement their campus improvement plans. Campuses should be given responsibility for their budgets and held accountable for their performances. Decentralization could be accomplished by allowing campuses to decide into which category to allocate resources. If, during the budget process, schools were allowed to



make their own allocations to a particular account code, the number of budget amendments would decrease significantly.

SAISD should provide a comprehensive budget preparation and monitoring training program for all district employees responsible for budgeting functions, including department heads, the superintendent, associate superintendent, board, stewards, principals and Finance Department staff.

Due to the limited exposure in the past of many district employees to the budget process, the district should provide comprehensive training. Many central office staff and school principals will be preparing a budget for the first time. New financial leadership and changes in the budgeting process require this additional training for departments and campus level staff.

The Office of Planning and Budgeting should organize budget training for all district employees responsible for budgeting. The training should include general budget training from an outside expert familiar with budgeting and strategic planning issues facing school district in Texas, in conjunction with the staff of the Office of Planning and Budgeting. The increased knowledge about the budget preparation process will improve the district personnel's ability to manage their funds and to participate effectively in site-based management.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The board adopts a policy to allow campuses more flexibility and control over resource allocations.	July 2000
2.	The director of Planning and Budgeting reviews the existing allocation formulas.	July 2000
3.	The Planning and Budgeting Department conducts workshops to inform unit heads and principals about revisions to the allocation methods.	August 2000
4.	The superintendent directs the director of Planning and Budgeting to research sources of budgeting training, including organizations such as the Association of School Business Officials (ASBO), the Government Finance Officers Association (GFOA) and the Texas Association of School Boards (TASB).	August 2000
5.	The director of Planning and Budgeting investigates the possibility of ASBO, GFOA, TASB or another organization tailoring a budgeting seminar specifically for the district employees.	August 2000
6.	The superintendent requires all district personnel responsible for	September

	preparing or monitoring budgets to attend the training.	2000
7.	The board attends budget training.	October 2000
8.	The director of Planning and Budgeting conducts budget workshops for employees.	Ongoing

### **FISCAL IMPACT**

Budget training may be provided by external agencies for a nominal fee, ranging between \$200 - \$400 per person depending upon the length of the training session. The total number of individuals receiving training should determine the total cost. The district has targeted professional development as an initiative and has some funds for training purposes, including training for the Board of Trustees and the superintendent. And estimated 20 participants at \$300 results in a one-time cost of \$6,000.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Decentralize the budget process and train district employees in budget functions.	(\$6,000)	\$0	\$0	\$0	\$0

### **FINDING**

At this writing, Jefferson High School has four principals in charge of four distinct "academies" within the larger school structure. The four academies include Architecture, Design and Technology Academy, Environmental Studies Academy, Fine Arts Academy and Leadership, Government and Diplomacy Academy. This organizational structure is unique in the district. During focus groups and public hearings, TSPR heard both praises for and criticisms of the Jefferson High School management structure. The organizational structure has led to some confusion among staff, but a clear plan to improve the school's operation cannot be made because the program has not been evaluated since its inception.

#### **Recommendation 19:**

#### **Evaluate the need for maintaining four principals at Jefferson High School.**

The superintendent should appoint a task force to evaluate the costs associated with maintaining four principals at one school versus the

benefits achieved. Other schools in the district have a similar structure, such as Fox Tech, but rely on the use of assistants and a single principal instead of multiple principals. The evaluation should include recognition of any impact the administrative structure has had on instruction, student achievement and accountability.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent appoints several employees, including at least one of the new area superintendents, to a task force established to evaluate the need for four principals at Jefferson High School.	October 2000
2.	The task force determines the criteria for the cost-benefit analysis and shares it with the superintendent for approval.	November 2000
3.	The task force conducts the cost-benefit analysis and makes a recommendation to the superintendent on administrative staffing based on the results of its study.	December 2000

### **FISCAL IMPACT**

This recommendation could be accomplished with existing resources.

# Chapter 1

## DISTRICT ORGANIZATION AND MANAGEMENT

### PLANNING

SAISD conducts no long-term districtwide planning beyond the creation of its District Improvement Plan (DIP).

A mission statement, vision and strategy are critical components of all successful organizations. Defining a purpose and agreeing on goals that reflect an organization's values and beliefs provides the organization with an operating framework. A strategy offers long-term guidance to allow the organization to pursue its goals. Breaking down long-term objectives into short-term operating targets provides some milestones by which an organization can measure progress. Measuring performance enables the organization to see how well it is doing and, if necessary, take corrective action.

A DIP is required by Texas state law, and is intended to "guide district and campus staff in the improvement of student performance for all student groups in order to attain state standards in respect to...academic excellence indicators." The San Antonio Leadership Team (SALT), a districtwide volunteer advisory group comprised of teachers and other school professionals, parents, community members and business representatives, writes the DIP.

SAISD's District Improvement Plan for 1999-2000 provides the SAISD's vision, goals, performance objectives and strategies. These are included in **Exhibit 1-14**.

**Exhibit 1-14**  
**SAISD District Improvement Plan**  
**Vision, Goals, Performance Objectives and Strategies**  
**1999-2000**

<b>Vision</b>	The vision of the San Antonio Independent School District is to be the first urban school district where all students achieve above state and national standards, exhibit personal growth, and serve others in the community.	
<b>Goals</b>	1.	Increase student achievement.
	2.	Foster collaboration and communication.
	3.	Strengthen parent and community involvement.

	4.	Build an infrastructure for professional development.
	5.	Provide appropriate school facilities for all our students.
<b>Performance Objectives</b>	1.	The attendance rate for SAISD students will improve from 94.2 percent in 1998-1999 to 95 percent in 1999.
	2.	The dropout rate for all SAISD students will decline for each identified group in 1998-1999 and 1999-2000 to 1 percent or less.
	3.	The retention rate of students for all SAISD students will decline for each identified group from an average of 2.3 percent in 1998-1999 to an average of 2 percent in 1999-2000.
	4.	The cohort of ninth grade students who graduate from high school will increase from the current rate of 38.4 percent to 60 percent for the class of 2003.
	5.	The percent of students graduating with the Distinguished Achievement Program transcript seal will increase from 1998-1999 to 1999-2000.
	6.	The percent of students in grades three through eight and grade ten passing the Texas Assessment of Academic Skills (TAAS) Test in reading, mathematics and writing will increase from 1999 to 2000 for each group of students identified, including identified special education students.
	7.	The percent of students meeting the criteria for the TAAS/TASP equivalency will increase from 1998-1999 to 1999-2000.
	8.	The percent of students taking SAID and ACT tests will increase and the students' scores on these tests will increase from 1998-1999 to 1999-2000.
	9.	The percent of students taking Advance Placement/International Baccalaureate courses will increase, the percent of these students taking AP/IS exams will increase, and the percent of students scoring high on the exams will increase from 1998-1999 to 1999-2000.
<b>Strategies</b>	1.	We will commit district resources to student learning and achievement.
	2.	We will strengthen our community of learners through continuous learning using the SAISD standards for professional development.

*Source: SAISD, District Improvement Plan 1999-2000.*

## **FINDING**

SAISD's lack of effective planning practices is one of the reasons for the district's current financial constraints. In 1997-98, SAISD adopted a DIP that set goals and performance objectives and provided accompanying strategies and activities. Each school also had an improvement plan that supported the district plan and set out specific activities to achieve goals and objectives. Once districtwide goals and objectives were determined, the allocation of financial resources required to achieve those goals and objectives was addressed through the planning and budgeting process. Planning and budgeting facilitates a long-term strategic view toward the allocation and management of resources, rather than a short-term year-to-year allocation based on "available" resources.

At present, however, SAISD only has the DIP. The lack of a planning structure to support the DIP is particularly glaring in light of the extreme financial and personnel constraints currently facing the district. SAISD has no overarching plan to address these constraints, and no method for choosing which division will take the hardest hits, or be spared because it represents the highest district priorities. There is no continual improvement process to ensure long-term continuity and consistency in district operations.

The DIP is incomplete in that no resources or persons are assigned to activities in the plan. The San Antonio Leadership Team agreed to resist assigned resources or leaders to these activities in light of the imminent change in district leadership and the atmosphere of fiscal constraints pervading the district.

In addition, the DIP is not linked to or supported by each school's Campus Improvement Plan (CIP). State law requires that schools develop a CIP to assess each student's academic achievement using the academic excellence indicator systems described in state law, and set the campus performance objective based on the indicator system, including objectives for special-needs populations. In a district with effective planning processes, all CIPs would be linked (in terms of resources, vision and action) to the DIP. While some SAISD campus improvement plans *are* tied into the DIP, no continuity or consistency is evident in these planning documents.

These shortcomings, compounded by SAISD's lack of a plan for action beyond the current year, highlight a definitive weakness in the district's organization.

One notable exception to the district's inexperience with long-term planning and strategy is SAISD's Long-Range Technology Plan. SAISD issued a 1999 update on the 1998-2001 plan, titled *Technology 2000 - Enabling a Community of Learners*. The report is the product of the Long-Range Technology Planning Committee, which comprises the director of Technology, parents, administrators, teachers and specialists. The plan includes a vision, an assessment of conditions, a description of administrative procedures, an implementation timeline, an assessment of core competencies and a bibliography. Though the technology plan is not closely tied to the budget, it does present a good example of a coordinated, districtwide effort to define a mission, a vision of the future and a way to achieve results.

**Exhibit 1-15** illustrates one framework for a strategic plan.

**Exhibit 1-15**  
**Example Summary of Strategic Elements and Goals for SAISD**

Strategic Element	Strategic Goals
Student Instruction	<ol style="list-style-type: none"> <li>1) Provide effective instruction to students of all abilities.</li> <li>2) Provide ongoing professional development.</li> <li>3) Increase student retention and graduation rates.</li> <li>4) Provide support and training for creative instructional approaches.</li> <li>5) Continue to build links with community businesses, families and governments to support school initiatives.</li> </ol>
Resources	<ol style="list-style-type: none"> <li>1) Maximize existing revenue sources.</li> <li>2) Link planning and resource allocation.</li> <li>3) Provide staffing that will support strategic plan.</li> </ol>
Communication	<ol style="list-style-type: none"> <li>1) Use new technologies to communication with school communities.</li> <li>2) Improve exchange of communication among school partners.</li> </ol>
Facilities	<ol style="list-style-type: none"> <li>1) Maximize use of existing facilities.</li> <li>2) Provide safe learning environments.</li> </ol>
Human Resources	<ol style="list-style-type: none"> <li>1) Review personnel procedures regarding promotions, reclassifications and hiring and firing.</li> <li>2) Strengthen employee morale.</li> <li>3) Increase opportunities for professional development for all district personnel.</li> <li>4) Ensure that all employees will have the necessary</li> </ol>

	information and resources to perform their work.
Assessment/Accountability	1) Build a process of assessment, trial, evaluation and adjustment for each strategic element.

*Source: Make Your Business Grow: Take a Strategic Approach by David Irwin; El Paso ISD Performance Review; SAISD District Improvement Plan.*

While SAISD has some of these elements in its District Improvement Plan, the strategic plan outlined above has a longer-term focus and encompasses a broader perspective.

SALT has gone through some planning exercises during its revision and compilation of the DIP. Though short-term in nature, the SALT took some innovative approaches in outlining the parameters of their task.

Building a successful strategic plan is very difficult. But the alternative is worse: ad-hoc decision making, disjointed efforts at improvement, lack of unity and focus on the present instead of the future.

**Recommendation 20:**

**Establish a strategic planning process in SAISD.**

The superintendent, along with his cabinet and the board, should identify a mission, goals, vision, objectives and performance measures for the district, with input from the community, teachers, state-mandated standards and academic research. The district then should implement a strategic planning process to constantly evaluate progress in each of these areas, establish benchmarks and search for new opportunities for growth and improvement.

No new staff should be required to undertake this effort, but in its beginning stages, a small team of experienced workers must dedicate sufficient time to develop the district's model for long-term planning.

A strategic plan should identify elements critical to the district and then establish goals within these elements. Given the recommended composition of the vertical teams, the elements that SAISD would be likely to include in a strategic plan are instruction, resources, communication, facilities, human resources and assessment/accountability.



SAISD could consult a number of appropriate strategic planning models. Members of the 1999-2000 SALT would be valuable sources of information and creativity as the district undertakes to adopt a true strategic planning process.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent identifies a group of 15 to 20 people (representing administrators, schools, community and business) as a strategic planning work group.	October 2000
2.	Working with members of the San Antonio Leadership Team, the strategic planning work group develops a model with a timeline for improving planning within SAISD. This model should identify tasks, roles and responsibilities for specific positions in the organization; a focal point in the organization for ongoing planning efforts and a specific schedule for completing elements of the planning model.	October 2000 - January 2001
3.	The superintendent implements and adapts this model as needed to ensure that it continues to meet the goals and expectations identified when it was developed.	Ongoing

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

**FINDING**

Student enrollment in SAISD is not an integral part of planning. Furthermore, student enrollment projections are not closely linked to and coordinated with facilities planning, transportation planning and strategic planning initiatives.

The director of Research and Testing and the director of the Technology Department are responsible for monitoring and maintaining the tracking of student attendance, and for making student enrollment projections. The director of technology maintains a large database to assist in projecting enrollment, and considers factors such as birth rates, retention rates from grade to grade and in-migration and out-migration rates in the district. the database includes longitudinal information so that trends and other information can be used to predict enrollments as accurately as possible.

The lack of effectiveness of the student projection process has created major problems for the district since the annual budget process is largely tied to the projections of student enrollment. During 1998-99, for example, the district's enrollment projections were 2,000 students higher than actual

enrollment, resulting in a reduction in state aid. The enrollment reduction was related to several factors including the closing of a public housing project by the San Antonio Housing Authority (SAHA), which was not communicated to the district. During 1999-2000, actual enrollments are reported to be 1,500 below projections.

Some school districts complete an "environmental scan" as part of a planning effort to assist in developing student enrollment projections. SAISD does not complete this type of scan. In an environmental scan, the district analyzes changes in the external environment that may impact the district. In the analysis, the district scans the environment to identify changing trends and patterns, monitors specific trends and patterns, forecasts the future direction of the changes and patterns and assesses their organizational impact. The goal of environmental scanning is to alert decision makers to potentially significant external changes so that there is time to react to the change.

Scanning is done continuously to aid the strategic planning efforts of the district and generally occurs in the social or demographic areas in the economy and in the political environment. By carrying out environmental scanning, the district is less likely to encounter unplanned for disruptions in enrollments and in revenues as was recently experienced in SAISD. Environmental scanning is also essential for effective facilities planning efforts.

#### **Recommendation 21:**

##### **Improve the student enrollment projection process in SAISD and link enrollment planning with strategic planning initiatives.**

SAISD should coordinate the student projection process as part of its strategic planning initiatives. The strategic planning group should explore alternatives to strengthen the process.

For example, the district could conduct an environmental scan as part of the district's strategic planning efforts which at a minimum would include attending San Antonio Housing Authority (SAHA) meetings and working with San Antonio Housing Authority staff. The director of MIS should assign a staff member to conduct the environmental scan. Working with the SAHA staff should eliminate some of the enrollment surprises. In addition, the staff member responsible for enrollment projections should establish an environmental scan process to improve the district's enrollment projections. An additional benefit of working with SAHA closely should be cooperation and multiple use of surplus SAHA properties that could reduce the need for additional district construction.

Although the district is using a projection model, environmental scanning should result in more accurate projections.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent works with the strategic planning group to strengthen the student enrollment projection process.	July - August 2000
2.	The superintendent and director of MIS direct an MIS staff member to establish a relationship with SAHA and develop environmental scan process in SAISD.	September 2000
3.	The MIS staff member establishes a relationship with SAHA and completes the environmental scan.	September 2000
4.	The superintendent integrates the environmental scan and student enrollment process with strategic planning initiatives, including facilities planning.	Fall 2000

### **FISCAL IMPACT**

This recommendation could be implemented with existing resources.

# Chapter 1

## DISTRICT ORGANIZATION AND MANAGEMENT

### LEGAL SERVICES

During summer 1998, the former superintendent issued a request for proposals (RFP) for legal services for SAISD. The district had been criticized by teachers' trade associations for the high costs associated with its contracted legal services. The RFP was issued to ensure competitive pricing and reassess the value of the district's legal representation.

The San Antonio-based law firm of Escamilla and Poneck, Inc., a firm specializing in representing governmental entities and providing general counsel services, was the successful bidder.

The structure of the contract is such that the district pays a flat monthly retainer of \$1,000 for legal representation at all board meetings. In addition, the district pays \$115 per hour for phone consultations and for drafting opinions and contracts. For litigation services, the district pays \$140 per hour. The contract period is indefinite and subject to the will of the board. Either party may terminate the contract with at least 30 days' written notice to the other party.

Most of the district's legal fees are generated in the human resources area, including employee grievances with regard to hiring and promotions. Governance is the next most frequent service provided (i.e., legal support provided to the board), and litigation is third. The remaining time is spent on special education matters, real estate and a variety of other issues.

**Exhibit 1-16** illustrates legal services provided by Escamilla and Poneck for 1998-99.

**Exhibit 1-16**  
**Breakdown of Legal Services provided to SAISD**

Type of Legal Services	Percentage of Total Legal Services
Personnel	37 percent
Governance and General Administration	29 percent
Litigation	25 percent
Finance and Real Estate	9 percent

*Source: Escamilla and Poneck invoices, August 1998 to July 1999, November, 1999.*

The executive director for Human Resources serves as SAISD's contact person with the law firm. The district is establishing protocols for such contacts. Recognizing the need to establish such guidelines to control contacts and costs, the interim superintendent asked the executive director for Human Resources to draft them.

Texas school districts manage their legal needs in a variety of ways. Corpus Christi ISD provides a useful point of comparison, as it moved from contracting out all legal services to hiring an in-house staff attorney and a coordinator for legal services five years ago. Corpus Christi was being criticized for excessive legal costs, and hired the in-house attorney in hopes of reducing these costs. The district has experienced enough success with its staff attorney to justify adding an assistant attorney. The in-house attorneys handle policy reviews, grievances, open records requests, terminations and special education issues. The board contracts out for legal representation as well as other legal issues such as litigation. All legal services that are contracted out are coordinated and reviewed by the staff attorney.

**FINDING**

SAISD's legal costs still draw criticism. The law firm's structure for fees, as described above, is reasonable in view of the experiences of other boards and educational institutions. Nonetheless, SAISD's legal fees remain high. **Exhibit 1-17** outlines SAISD's experience with legal fees in recent years.

**Exhibit 1-17  
SAISD Experience with Legal Fees  
1991-1999**

<b>Year</b>	<b>Litigation and Legal Settlement</b>	<b>Legal Fees</b>	<b>Total</b>	<b>Percent difference from previous year</b>
1991-92	\$4,900	\$186,587	\$191,488	-
1992-93	\$0	\$280,613	\$280,613	47%
1993-94	\$0	\$423,495	\$423,495	51%
1994-95	\$0	\$563,424	\$563,424	33%
1995-96	\$70,194	\$731,138	\$801,332	42%

1996-97	\$74,217	\$928,243	\$1,002,460	25%
1997-98	\$14,700	\$844,239	\$858,939	(14%)
1998-99	\$42,711	\$1,021,463	\$1,064,174	24%

*Source: SAISD, Budget, September 1999.*

Earlier this year, the Texas Federation of Teachers prepared a comparison of legal costs for SAISD and Northside ISD (a neighboring district). According to this study, from 1993 to the present, SAISD paid two to three times more for legal services than Northside ISD. A number of differences between the districts could explain some of the disparity, but weaknesses in SAISD's relationship with its law firm could also play a part.

Although the executive director for Human Resources serves as SAISD's contact person with the law firm is not responsible for managing the district's contracts with the firm. Though Escamilla and Poneck, Inc. report that SAISD staff typically are well-prepared and frequently have conducted some background review before they contact the law firm, no district policy to ensure consistency in the district's contacts with the firm.

#### **Recommendation 22:**

##### **Hire an in-house attorney.**

The in-house attorney should be responsible for addressing human resource issues and managing contacts with the law firm under contract. The in-house attorney should develop and manage contacts with the law firm, which should result in savings for legal fees paid by the district across all disciplines. Litigation and other legal matters would still be provided by outside legal counsel. If the in-house counsel proves to be a successful arrangement, the district could move more legal services to its internal legal office.

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

1.	The superintendent, together with the executive director for Human Resources, develops and circulates a job posting for an in-house legal counsel specializing in human resources issues.	July 2000
2.	The superintendent and executive director for Human Resources hire an attorney and assists him or her in developing a protocol for district contacts with the contracted law firm.	September 2000
3.	The superintendent and senior staff evaluate the costs and	Ongoing

benefits associated with moving more legal service in-house.	
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## FISCAL IMPACT

To estimate savings associated with reducing contracted legal fees, TSPR conservatively assumes - based on the district's experience -- that about 25 percent of the 1998-99 legal fees of \$921,747, or \$230,000, was generated from legal matters related to human resources.

If an average hourly rate of \$125 is assumed within this \$230,000, about 1,840 hours of human resources legal work would be required by an in-house counsel dedicated to human resources work. There are about 2,080 hours in a work-year, making the demand for an in-house human resources attorney seem reasonable.

A reasonable salary for an in-house attorney with experience in the human resources area is assumed to be in the range of \$60,000 to \$70,000. For the purposes of this report, the base salary is estimated at \$65,000. Using district formulas to estimate benefit packages (professional staff earn approximately 15 percent above base salary), TSPR estimates the total annual cost for this new position at about \$75,000.

Therefore, if TSPR assumes that the difference between \$230,000 (one-fourth of 1998-99 legal fees, since at least one-fourth of the contracted work currently is in the human resources area) and \$75,000 are savings to the district, savings are estimated at \$155,000 per year.

The cost savings assumes a one time cost of \$20,000 for law resources for the new attorney.

Savings could be higher due to greater efficiencies in establishing a single point of contact in the district for legal matters as well, but those savings cannot be estimated.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Hire an in-house attorney.	\$155,000	\$155,000	\$155,000	\$155,000	\$155,000
Purchase law resources for new attorney.	(\$20,000)	\$0	\$0	\$0	\$0
<b>Total Savings (Cost)</b>	<b>\$135,000</b>	<b>\$155,000</b>	<b>\$155,000</b>	<b>\$155,000</b>	<b>\$155,000</b>

# Chapter 2

## EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASURES

This chapter reviews the San Antonio Independent School District's (SAISD's) educational service delivery and performance measures in six sections:

- A. Organization and Management
- B. Curriculum and Instruction Services
- C. Special Programs
- D. Program Evaluation and Student Assessment
- E. Instructional Technology
- F. Student Support Services

A cost-effective educational service delivery system is accountable for student achievement without unnecessary expenditures. Planning and budgeting functions must be related. In addition, the district must provide a clearly focused mission supported by measurable goals and objectives. In a large district such as SAISD, a clear focus and direction for instruction requires extensive coordination among multiple units. Processes and outcomes in all facets of the organization must be monitored and evaluated to ensure the district remains focused on student learning and achievement.

### **BACKGROUND**

Texas has established criteria for measuring school performance. In 1998-99 an "acceptable" rating requires at least 45 percent of all students from a series of groups (African-American, Hispanic, Anglo and economically disadvantaged) to pass each section of the Texas Assessment of Academic Skills (TAAS); attendance rates must be at least 94 percent; and dropout rates cannot exceed six percent. A "recognized" rating requires an 80 percent pass rate with at least a 94 percent attendance rate and a dropout rate of no more than 3.5 percent. "Exemplary" ranking requires a 90 percent TAAS pass rate, attendance of 94 percent and dropout rates no higher than 1 percent. According to the Texas Education Agency, for 1999-2000, a low performing school is defined as one in which less than 50 percent of its students pass the TASS, attendance rates are below 94 percent and dropout rates exceed six percent.

The 1999 Legislature required the TAAS results of special education students to be included in these accountability ratings.



In August 1999, the Texas Education Commissioner released the annual performance ratings for all Texas public schools for the 1998-99 school year. These included special education students' results for the first time, and the number of low-performing schools in the state rose from 59 in 1998 to 106. For the first time since the state initiated the accountability ratings system, however, SAISD had no campuses ranked low performing.

**Exhibit 2-1** shows SAISD's 1999 accountability ratings. Of the district's 94 schools, two schools were rated exemplary, nine schools were recognized, 79 schools were acceptable, and no school rated low performing. In addition, two of the district's alternative education schools were rated acceptable; two others (Alamo Achievement Center and Gonzales Achievement Center) were not rated by the state.

The reason why TEA did not rate these two schools is because they are alternative schools with a high rate of student mobility, most of the schools' students were exempt from taking the TAAS, and it may not be feasible to rate them with the same criteria.

**Exhibit 2-1**  
**1999 SAISD Accountability Ratings**

Campus Rating	Number of Schools
Exemplary	2
Recognized	9
Acceptable	79
Alternative Education (AE) Acceptable	2
Low Performing	0

*Source: Academic Excellence Indicator System (AEIS) 1999.*

SAISD selected five Texas school districts to serve as peer districts for comparative purposes: Austin, Corpus Christi, El Paso, Fort Worth and Ysleta ISDs. These districts share a number of similar characteristics.

**Exhibit 2-2** illustrates each district's demographic characteristics. SAISD has the highest percentage of economically disadvantaged students, at 87.2 percent.

**Exhibit 2-2**  
**Demographic Characteristics of SAISD and Peer School Districts**  
**1998-99**

District	Student Membership	% African American	% Hispanic	% Anglo	% Other	% Economically Disadvantaged
Austin ISD	79,496	17.4	44.1	35.7	2.8	49.0
Corpus Christi ISD	40,290	5.8	69.1	23.8	1.3	53.0
El Paso ISD	62,945	4.7	76.8	16.9	1.6	66.7
Fort Worth ISD	77,956	32.3	41.4	24.0	2.3	54.8
<b>San Antonio ISD</b>	<b>59,080</b>	<b>10.2</b>	<b>84.7</b>	<b>4.8</b>	<b>0.3</b>	<b>87.2</b>
Ysleta ISD	47,238	2.5	86.8	9.8	0.9	71.8

Source: Academic Excellence Indicator System (AEIS) 1999.

SAISD's property value per student is the second-lowest among the peer districts (**Exhibit 2-3**). SAISD's share of students passing the 1997-98 and 1998-99 TAAS tests were the lowest of the selected peers.

**Exhibit 2-3**  
**District Property Value per Pupil/Percent of Students Passing the TAAS**  
**SAISD and Peer Districts**  
**1998-99**

District	1998-99 Enrollment	1998-99 Property Value per Pupil	1997-98 Percent of Students Passing TAAS	1998-99 Percent of Students Passing TAAS
Austin ISD	79,496	\$341,637	69.9%	68.0%
Corpus Christi ISD	40,290	\$147,772	76.6%	75.5%

El Paso ISD	62,945	\$127,204	70.7%	69.5%
Fort Worth ISD	77,956	\$155,860	63.0%	66.9%
<b>San Antonio ISD</b>	<b>59,080</b>	<b>\$102,938</b>	<b>56.5%</b>	<b>61.6%</b>
Ysleta ISD	47,238	\$84,505	80.0%	82.1%

*Source: Academic Excellence Indicator System (AEIS) 1999.*

According to a September 1999 SAISD enrollment report, the district serves 59,080 students in 94 schools, making it the seventh-largest district in the state.

**Exhibit 2-4** provides the number of schools in SAISD by type.

**Exhibit 2-4  
SAISD Number of Schools by Type  
1998-1999**

School Type	Number of Schools
Elementary Schools (Pre-K - 5 <sup>th</sup> )	64
Middle Schools (6 - 8)	17
High Schools (9 - 12)	8
Special Schools	5
<b>TOTAL</b>	<b>94</b>

*Source: SAISD, Division of Curriculum and School Support, 1999.*

**Exhibit 2-5** shows the anticipated shares of the 1998-99 instructional budget to be spent on regular, bilingual, compensatory, gifted and talented, career and technology and special educational programs.

**Exhibit 2-5  
1998-99 Budgeted Instructional Expenditure Percentages by Category  
SAISD and Peer Districts**

	<b>Austin</b>	<b>Cornus</b>	<b>El</b>	<b>Fort</b>	<b>San</b>	<b>Ysleta</b>	<b>Peer</b>
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		<b>Christi</b>	<b>Paso</b>	<b>Worth</b>	<b>Antonio</b>		<b>District Average</b>
Regular	78.8%	77.9%	74.4%	67.5%	<b>68.1%</b>	72.6%	74.3%
Bilingual/ESL	0.9%	0.2%	1.2%	6.3%	<b>9.0%</b>	1.1%	1.9%
Compensatory	2.3%	5.1%	7.7%	7.6%	<b>5.5%</b>	8.4%	6.2%
Gifted and Talented	0.2%	0.5%	0.5%	3.8%	<b>0.5%</b>	0.3%	1.1%
Career and Technology	1.6%	3.4%	3.1%	3.5%	<b>3.1%</b>	3.7%	3.0%
Special Education	16.2%	13.0%	13.1%	11.3%	<b>13.8%</b>	13.9%	13.5%

*Source: Texas Education Agency, AEIS data, 1999.*

SAISD ranks second-lowest among peers in spending for regular education spends the highest percentage on bilingual expenditures (9 percent); and is about average compared to peer districts in special education spending.

# Chapter 2

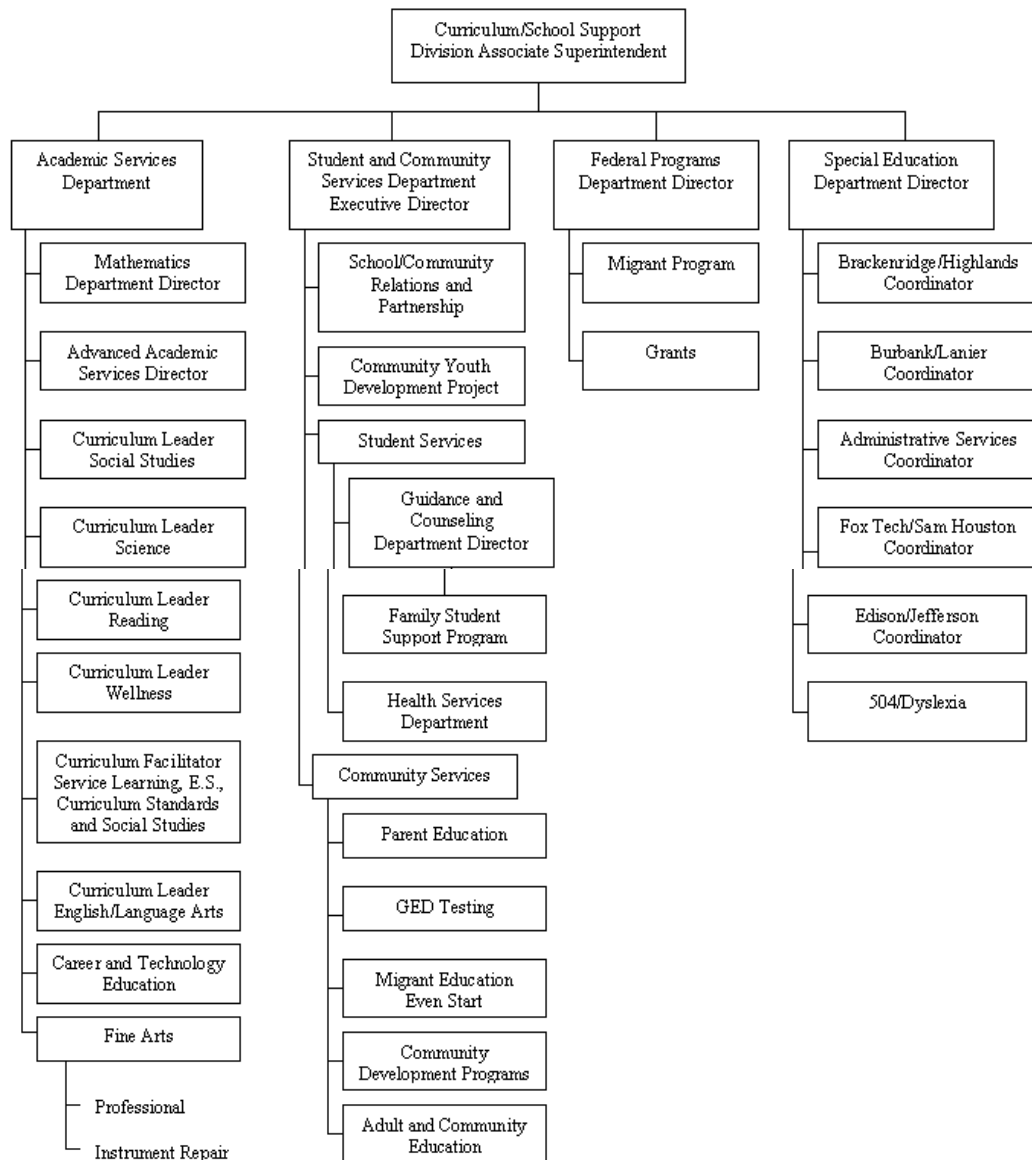
## EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASURES

### **ORGANIZATION AND MANAGEMENT**

#### **BACKGROUND**

In October 1999, the interim superintendent and school board put a new district reorganization plan into effect (**Exhibit 2-6**). The Instructional Division, headed by an associate superintendent for Curriculum and School Support, now provides services directly to schools upon request or in response to needs identified by the area executive director for a school's respective "learning community" (an organizational scheme for various areas within the district).

**Exhibit 2-6**  
**Organizational Structure of SAISD**  
**Division of Curriculum and School Support**  
**September 1999**



*Source: SAISD, Division of Curriculum and School Support, 1999.*

The Curriculum and School Support Division includes four primary departments-Academic Services, Student and Community Services, Federal Programs and Special Education. Federal Programs and Special Education each are supervised by a director, while Student and Community Services is headed by an area executive director. At this writing, the supervisor position for Academic Services is vacant, and in theory the department's nine sections each report directly to the associate superintendent of the Division of the Curriculum and School Support. As of January 8, 2000, this position was vacant as well, but on February 14, 2000, the position was filled. The Academic Services Department section includes curriculum leaders in Mathematics, Science, Social Studies,

English/Language Arts, Reading, Advanced Academics, Wellness, Career and Technology, Fine Arts and a Curriculum facilitator.

The Special Education Department is organized into six sections with four of them coinciding with the district's four learning communities, as well as sections for Administrative Services and 504/Dyslexia.

The Federal Programs Department has a Grants Section and a Migrant Section.

The Student and Community Services Department includes sections for School/Community Relations and Partnership, Community Youth Development Project, Student Services and Community Services.

**Exhibit 2-7** lists 73 district policies related to curriculum and instruction. TSPR examined these policies to determine their currency and their relationship to the district's mission, accountability, education delivery system and program review and evaluation functions.

**Exhibit 2-7  
Curriculum and Instruction-Related  
Policies and Procedures  
1999-2000**

<b>Policy</b>	<b>Date</b>	<b>Policy Title</b>
AE (Local)	1995	Educational Philosophy/Mission Statement
AF (Exhibit)	1995	Public Education Mission, Goals and Objectives
BAA (Legal)	1997	Board Legal Status: Powers and Duties
BBD (Exhibit)	1996	Board Members: Training and Orientation
BBD (Legal)	1996	Board Members: Training and Orientation
BBD (Local)	1996	Board Members: Training and Orientation
BJA (Legal)	1996	Superintendent: Qualifications and Duties
BJA (Local)	1996	Superintendent: Qualifications and Duties
BQ (Legal)	1996	Planning and Decision-Making Process
BQ (Local)	1996	Planning and Decision-Making Process
BQA (Legal)	1998	Planning and Decision-Making Process: District-Level
BQA (Local)	1999	Planning and Decision-Making Process: District-Level
BQB (Legal)	1997	Planning and Decision-Making Process: Campus-Level

BQB (Local)	1997	Planning and Decision-Making Process: Campus-Level
BR (Legal)	1996	Performance/AEIS Report
CE (Local)	1997	Annual Operating Budget
CE (Reg)	1997	Annual Operating Budget
CMD (Legal)	1999	Equipment and Supplies Management: Instructional Materials Care and Accounting
DAA (Legal)	1997	Employment Objective: Equal Opportunity Employer Title IX
DC (Legal)	1998	Employment Practices
DC (Local)	1998	Employment Practices
DMA (Legal)	1996	Professional Development: Staff Development
DMB (Legal)	1996	Professional Development: Special Programs Training
DNA (Legal)	1999	Performance Appraisal: Evaluation of Teachers
DNA (Local)	1999	Performance Appraisal: Evaluation of Teachers
DP (Legal)	1999	Personnel Positions
EB (Legal)	1996	School Year
EB (Local)	1995	School Year
EC (Legal)	1998	School Day
EC (Local)	1997	School Day
EEB (Legal)	1998	Instructional Arrangements: Class Size
EEC (Legal)	1996	Instructional Arrangements: Contracts with Outside Agencies
EEJA (Local)	1997	Individualized Learning: Credit by Examination with Prior Instruction
EEJB (Legal)	1997	Individualized Learning: Credit by Examination without Prior Instruction
EEJB (Local)	1999	Individualized Learning: Credit by Examination without Prior Instruction
EEJC (Legal)	1999	Individualized Learning: Correspondence Courses
FFIC	1999	Individualized Learning: Correspondence Courses



(Local)		
EF (Exhibit)	1995	Instructional Resources
EF (Legal)	1995	Instructional Resources
EFA (Exhibit)	1983	Instructional Resources: Instructional Materials Selection and Adoption
EFA (Local)	1995	Instructional Resources: Instructional Materials Selection and Adoption
EFAA (Legal)	1997	Instructional Materials Selection and Adoptions: Textbook Selection and Adoption
EFAA (Local)	1995	Instructional Materials Selection and Adoptions: Textbook Selection and Adoption
EFB (Local)	1985	Instructional Resources: Library Media Programs
EFC (Local)	1997	Instructional Resources: Community Instructional Resources
EGA (Legal)	1999	Curriculum Development: Innovative and Magnet Programs
EHA (Legal)	1995	Curriculum Design: Basic Instructional Program
EHAA (Legal)	1998	Basic Instructional Program: Required Instruction (All Levels)
EHAB (Legal)	1999	Basic Instructional Program: Required Instruction (Elementary)
EHAC (Legal)	1999	Basic Instructional Program: Required Instruction (Secondary)
EHAD (Legal)	1998	Basic Instructional Program: Elective Instruction
EHB (Legal)	1996	Curriculum Design: Special Programs
EHBA (Legal)	1997	Special Programs: Special Education Students
EHBAA (Legal)	1997	Special Education Students: Identification, Evaluation and Eligibility
EHBAB (Legal)	1997	SES: Individual Education Plan and ARDS
EHBB (Legal)	1996	Special Programs: Gifted and Talented Students
EHBB (Local)	1996	Special Programs: Gifted and Talented Students

EHBC (Legal)	1998	Special Programs: Compensatory/Accelerated Services
EHBD (Legal)	1997	Special Programs: Federal Title I Programs
EHBD (Local)	1997	Special Programs: Tutorial, Remedial and Compensatory Services
EHBE (Legal)	1996	Special Programs: Bilingual Education/ESL
EHBE (Local)	1991	Special Programs : Bilingual Education/ESL
EHBF (Legal)	1996	Special Programs: Career and Technology Education
EHDD (Local)	1996	College Coursework/Dual Enrollment
EI (Legal)	1998	Academic Achievement
EI (Local)	1996	Academic Achievement
EIE (Legal)	1999	Academic Achievement: Grading/Progress Reports to Parents
EIE (Local)	1998	Academic Achievement: Promotion, Retention and Placement
EK (Legal)	1996	Testing Programs
EKB (Legal)	1997	Testing Programs: State Assessment Program
FB (Legal)	1993	Equal Education Opportunities
GNB (Legal)	1996	Relations with Educational Entities: Regional Education Service Centers
GND (Legal)	1996	Relations with Educational Entities: State Education Agency

*Source: SAISD, Policy Manual, 1999.*

Overall, these policies and procedures are current. Of the 73 policies examined, only four have not been revised since 1995. Eight were reviewed/adopted in 1995; 23 in 1996; 18 in 1997; 10 in 1998; and 10 in 1999.

SAISD has been in a major organizational transition since a new superintendent assumed the district's leadership. TSPR encountered three different charts describing the district's organization. Interviews with school-level and district-level personnel found considerable confusion

among employees as to organization pattern to be used and which positions were accountable for assigned responsibilities. Sixteen professional (administrative and teacher on special assignment) and 12 classified (clerical) positions were eliminated from the Division of Curriculum and School Support during a round of budget cuts in 1998-99. In the 1999-2000 budget, six professional positions and one classified position supporting curriculum and instructional services to schools were eliminated. SAISD records indicate that these positions included responsibilities for cooperative learning, academic services, reading recovery- a remedial program for below grade-level readers, extended learning programs, guidance coordinators, a visiting teacher program and special education, as well as an area executive director and various classified clerical support positions. In addition, staffing for the learning community program, the High School Redesign (a committee charged with examining the organization of the high school instructional delivery system), academic support, instructional facilitator and a core curriculum instructional guide were included in these reductions.

SAISD has 15 curriculum specialists (or "curriculum leaders") who help schools develop, implement and revise the curriculum. Two work in fine arts, four in reading, three in mathematics, two in gifted and talented programs, one in a wellness program, one in career and technology, one in social studies and one in science.

The district has assigned two curriculum specials in fine arts, five in reading, three in mathematics and two in gifted and talented programs. However, SAISD has only one specialist each for career and technology, social studies and science and none are assigned to special education. This distribution does not reflect the distribution and numbers of district programs nor does it reflect a concentration of curriculum special resources on all of the areas related to improving student performance on the TAAS.

In addition, a 1995 management study conducted by a consulting firm, at the request of the former superintendent, found that "Curriculum specialists are not meeting the needs of the schools because they are too "specialized." Teacher and principal focus group responses yielded no evidence of any district response to this issue, and the assignment of positions to narrowly defined programs such as "wellness" indicates that the practice continues.

### **Recommendation 23:**

**Reclassify curriculum specialist positions to eliminate inequities in assignment and overspecialization.**

This recommendation should equalize work assignments among the existing curriculum specialist positions. Elimination of overspecialization should permit the district to focus more resources in high-priority areas such as reading, writing and mathematics.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The associate superintendent for Curriculum and School Support reviews all curriculum specialist positions and prepares a proposal to realign their responsibilities.	September 2000
2.	The associate superintendent for Curriculum and School Support submits the proposal to the superintendent for review and to the board for approval.	October 2000
3.	The board approves the recommendation.	November 2000
4.	The associate superintendent for Curriculum and School Support implements the changes.	November 2000

**FISCAL IMPACT**

Review and reclassification of specialist positions should have no fiscal impact and could be accomplished by existing personnel.

**FINDING**

**Exhibit 2-8** compares the percent of staff members assigned to various classifications for SAISD and the five peer districts in 1998-99. SAISD ranks lowest among the districts in the percent of employees who are teachers and campus administrators, but highest in the share of staff assigned to educational aide positions and second-highest in the category of professional support. District staff and principals could not provide a clear justification for the relatively high share of educational aides and professional support positions in SAISD.

All SAISD schools are staffed in accord with the September 1999 *Budget Formulas and Guidelines 1999-2000* document developed by the Planning and Budget Office. This document specifies the allocations and guidelines used to formulate detailed budgets for all schools.

Projected enrollment for each school are essential to the appropriate allocation of staff positions. Staff interviewed indicate that the director or Research and Testing, the assistant superintendent for Operations, central office divisions, and school principals are supposed to collaborate in the development of enrollment projections for the Planning and Change

Management Department. However, with the numerous recent vacancies and staff changes, this collaborative process does not always occur.

**Exhibit 2-8**  
**SAISD and Peer Districts' Staffing Comparisons**  
**1998-99**

<b>Classification of Staff</b>	<b>Austin</b>	<b>Corpus Christi</b>	<b>El Paso</b>	<b>Fort Worth</b>	<b>San Antonio</b>	<b>Ysleta</b>
Professional Staff:	63.5%	59.9%	63.2%	61.5%	<b>59.2%</b>	62.1%
Teachers	52.9%	49.6%	51.2%	49.2%	<b>47.7%</b>	52.1%
Professional Support	7.4%	7.0%	9.1%	8.6%	<b>8.8%</b>	7.0%
Campus Administrators	2.7%	2.7%	2.6%	3.1%	<b>2.0%</b>	2.4%
Central Administrators	0.5%	0.6%	0.3%	0.6%	<b>0.7%</b>	0.6%
Educational Aides	6.7%	9.6%	4.0%	8.4%	<b>10.1%</b>	5.3%
Auxiliary Staff	29.8%	30.5%	32.8%	30.1%	<b>30.7%</b>	32.6%
<b>TOTAL STAFF</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.00%</b>

*Source: PEIMS, 1999.*

**Recommendation 24:**

**Reduce the number of educational aides and professional support positions and use the savings to increase the number of classroom teachers.**

This recommendation should result in a reduction of educational aides from 10.1 percent to 6 percent of staffing and professional support positions from 8.8 percent to 7 percent. This should free the revenue now allocated to 32 educational aide positions and eight professional support positions to allow additional classroom teachers. This action should also reduce student-teacher ratios.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent instructs the director of Human Resources	May 2000
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	and the director of Budget and Planning to revise school staffing formulas to reflect an allocation of 7 percent of staff for professional support and 6 percent of staff for educational aides, with the resulting savings allocated to increasing the number of teachers.	
2.	The directors of Human Resources and Budget and Planning revise the school staffing formulas and incorporate these revisions into the staffing plan for approval by the board.	June 2000
3.	The superintendent recommends the revised formulas to the board for review and approval.	June 2000
4.	The board reviews and approves the revised formulas for implementation in Fiscal 2000-01.	July 2000
5.	The director of Human Resources implements the board-approved staffing formulas.	August 2000 and Ongoing

### **FISCAL IMPACT**

This recommendation would not require additional resources and should reduce the student-teacher ratio.

### **FINDING**

Senate Bill 4, passed in 1999, was intended to increase the annual salaries of teachers, librarians and guidance counselors by \$3,000. SAISD, however, has 172 employees with other titles who still are placed on the regular teachers' salary schedule. These positions represent teachers on special assignment with titles that reflect their duties and responsibilities; these include 33 administrative assistants who fulfill various support roles and 95 instructional guides (IGs) whose salaries are funded through Title I federal funding. To comply with Senate Bill 4, the district had to identify all such positions and assign them to another salary schedule to avoid giving them a state-mandated salary increase out of local funds.

SAISD's use of instructional guides in the district has been controversial, and at least some participants in TSPR's public forums favored the elimination of these positions. In 1995, SAISD created its districtwide cadre of IGs to facilitate the training of its teachers. The instructional guides are assigned to each school to provide direct support to instructors and are not classified as teacher positions.

An outside evaluation of the use of SAISD's use of instructional guides was conducted by the Policy Studies Associates, Inc. in August 1998. The four key findings of the evaluation were:

- during the 1997-98 school year, tasks related to the TAAS and the Campus Improvement Plan (CIP) process accounted for a large portion of the work of the IGs.
- IGs also work directly with individual teachers and small groups of teachers on issues related to instructional improvement;
- IGs' effectiveness is greatly influenced by their relationship with school principals; and
- IGs engage in a number of activities that fall under the broad category "such other duties as may be assigned," including such tasks as assisting with grade reporting and student attendance.

The August 1998 study produced four major recommendations:

- The superintendent and the area executive directors should return to the original vision of the guides' role as coaches, mentors and collaborative colleagues for teachers, and redefine the IG's specific areas of responsibilities.
- The superintendent and area executive director should communicate clearly how the central elements of the district's reform agenda fit into a comprehensive strategy to increase student achievement by improving the quality of education in all of the district's schools.
- The area executive directors should communicate directly with principals and other leaders in their learning communities about the possibilities and boundaries of the IGs' role.
- The area executive directors should refine campus improvement planning guidance of the schools under their direction to require more focus on setting specific goals for changes in instruction and organization, as well as improving student outcomes, and as appropriate, provide training and other assistance to the IGs and instructional leadership teams (teams of lead teachers and central office curriculum staff) to build their capacity to engage in comprehensive planning.

TSPR's community and teacher focus groups, site visits and interviews all indicate that the job requirements for instructional guides are not being followed uniformly at all schools. Some IGs, for instance, oversee test administration at their school, other schools use counselors for this role; IGs in some of the high schools routinely perform administrative duties.

The job description of the IG includes 15 main performance responsibilities dealing primarily with the oversight of school curriculum and instruction initiatives, direct support to campus principals as directed by the area executive director, and assistance to campus personnel in the development and preparation of campus improvement plans (**Exhibit 2-9**).

## **Exhibit 2-9**

### **SAISD Instructional Guide Job Description**

*Job Goal:*

To assist the campus staff and the Learning Community with the continuous improvement of curriculum and instructional strategies that will directly contribute to increased student achievement.

*Performance Responsibilities:*

1. Demonstrate the ability to apply instructional strategies to classroom practices.
2. Model successful teaching strategies through a variety of methods, i.e., instructional coaching.
3. Advocate and promote curriculum restructuring.
4. Assist in the design, coordination, implementation and evaluation of the instructional program.
5. Assist in aligning curriculum with TAAS objectives, Texas Essential Knowledge and Skills (TEKS) and end-of-course test.
6. Assist the instructional leadership team in the development and implementation of the campus improvement plan.
7. Coordinate grade-level collaboration, inter-grade planning and planning across subject areas.
8. Provide assistance to teachers in developing materials.
9. Assist the instructional leadership team in planning, designing and coordinating professional development and deliver staff development as appropriate.
10. Serve as a resource person for the staff on innovative instructional practices, current educational trends and educational research.
11. Coordinate peer coaching and teacher mentor programs.
12. Support teachers in using successful instructional practices.
13. Work cooperatively with other instructional guides to provide instructional support within the Learning Community and across the district.
14. Serve as a liaison between the academic support team and the campus.
15. Perform other duties as assigned by the principal.

*Source: SAISD, Division of Curriculum and School Support, 1999.*

If all IGs were held uniformly responsible for the same 15 responsibilities, they may be more effective in guiding the direction of each school's curriculum and instructional needs.

Some schools desire more flexibility in the use of the resources allocated to pay for IG positions. Some principals and teachers feel that there may be more effective uses for these resources.

#### **Recommendation 25:**

**Allow schools to choose the number of instructional guides they wish to employ and hold the instructional guides accountable for curriculum improvement.**

This recommendation should give principals more flexibility in organizing and deploying their resources to meet the needs of their students and staff.



Principals should be allowed to use funding for instructional guide positions for other school improvement projects if they can show how the job responsibilities will be effectively met by other campus level employees. If IGs are employed they should be held accountable for all 15 responsibilities outlined in the job description.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent instructs the associate superintendent for Curriculum and School Support to eliminate the requirement that each school employ at least one instructional guide.	July 2000
2.	The associate superintendent for Curriculum and School Support meets with the director of Federal Programs, area executive directors and principal representatives and notifies the principals that they now have the option of retaining the instructional guide or using these resources for other school needs.	August 2000
3.	The area executive directors and director of Federal Programs assist principals and curriculum and instruction staff in evaluating their need for the instructional guide position.	August 2000
4.	The principals and their leadership teams make the final determination.	September 2000

**FISCAL IMPACT**

This recommendation would provide principals with additional flexibility in decision-making but would have no fiscal impact.

# Chapter 2

## EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASURES

### CURRICULUM AND INSTRUCTION SERVICES - PART 1

#### BACKGROUND

The Texas public school accountability system has been in place since 1993. It relies on two key components:

- The Texas Essential Knowledge and Skills (TEKS): TEKS enumerates the specific curriculum elements for every course at every grade level (kindergarten through grade 12) that must be included in the curriculum of every Texas public school. Students' performance on the TEKS is measured by the Texas Assessment of Academic Skills.
- Texas Assessment of Academic Skills (TAAS) - This assessment, which tests students in reading, mathematics and writing, is administered once a year to students in grades three through eight, and again in grade ten. Reading and mathematics are tested in all these grades; writing is tested in grades four, eight and ten; social studies and science are tested in grade eight. At grade ten, the TAAS exams are called exit-level tests; students must pass these tests to graduate from high school. The TAAS represents a comprehensive assessment of the student expectations outlined in the state-mandated curriculum, and assesses higher-order thinking skills and problem-solving ability.

The Texas Education Agency (TEA) provides information on TAAS results, as well as other school district data to school districts and the public through the Academic Excellence Indicator System (AEIS). Yearly, the AEIS pulls together a wide range of information (i.e., TAAS passing rate by grade, subject and all grades tested, attendance rates, dropout rates and high school completion rates) on the performance of students in each school and district in Texas. This information culminates in annual AEIS reports which are available each year in November. Performance on each of these indicators is shown disaggregated by ethnicity, special education and low income status. These data are used throughout this chapter to compare SAISD's performance on a number of indicators with the five peer districts, the state as a whole and Region 20.

#### FINDING

SAISD currently has two important partnerships with universities to provide training for its administrators-one with the Trinity University and the other with the University of Incarnate Word. SAISD sponsors up to four professionals for Trinity's Tomorrow's Leaders Program, a two-year master's-level leadership development course that prepares participants for campus-level administrative (principal and assistant principal) positions. In the last semester of study, SAISD participants engage in internships giving them knowledge of central office activities. The internships are conducted in addition to the participant's regular workday. The district staff state that this partnership is for administrators only.

SAISD and the University of Incarnate Word partner to offer teachers an opportunity to earn a master's degree in education. The intent is to have teachers study and reflect on their classroom work to provide the best possible instruction for students. The first of the district's three groups of teachers in the program began in January 1997.

#### **COMMENDATION**

**SAISD provides professional growth for principals and teachers through collaborative partnerships with Trinity University and the University of Incarnate Word.**

#### **FINDING**

Seven SAISD educators have been honored by the Board of Trustees for receiving the prestigious National Board for Professional Teaching Standards certification in 1998-99. The national board certificate is a credential attesting to an educator's commitment to quality curriculum and instruction, abilities and subject knowledge. Only two other educators from Texas were among the 2,965 nationwide to earn this distinction in 1998-99.

#### **COMMENDATION**

**Seven SAISD teachers earned the prestigious National Board for Teaching Standards certification in 1998-99.**

#### **FINDING**

SAISD uses a variety of strategies to improve its curriculum and instruction and improve TAAS scores. For example, the district uses a three-year cycle to develop its curriculum and accompanying guides to ensure that the district's locally developed standards are in alignment with the state and national standards.

Also, in its first year of implementation is a "trainer-of-trainers" model for curriculum employees. This model is designed to ensure that the district's instructional standards and expectations are implemented on its campuses. The district's trainer-of-trainers model consists of the following staff (the composition varies for elementary and secondary teams based on the school's specific programs):

- principals
- instructional guides - Each school has at least one IG responsible for supporting teachers by designing and delivering staff development, providing peer coaching, demonstrating teaching, curriculum development and identifying instructional resources
- primary (pre-K through grade 2) and/or intermediate (grades 3 through grade 5) lead teachers
- department chairs of core subjects
- special education lead teacher
- bilingual lead teacher (optional team member)

The Division of Curriculum and School Support provides the "trainer-of-trainers" training model in the form of modules-one-day training sessions for the school personnel listed above. These teams then return to their home schools and, over a period of two weeks, pass along the training they received to their staffs, through one-on-one training, grade-level training sessions or faculty meeting sessions. Curriculum and School Support employees and the area executive directors conduct site visits to the schools to verify that the training is being conducted by teachers and staff.

In addition, each school has an Instructional Leadership Team (ILT) composed of teachers, paraprofessionals, classified staff members, students, parents, community members and business representatives. The ILTs meet to develop Campus Improvement Plans and carry out site-based decision-making in accordance with board policy and administrative procedures. Each ILT is chaired by a principal along with a co-facilitator elected by the committee members. SAISD also has an elected San Antonio Leadership Team (SALT) who are teachers, administrators, parents, community members and business representatives who advise the superintendent on curriculum, staffing, goal-setting, budgeting and approval of the district's staff training plan. The SALT is composed of thirty members who represent campus-based professional staff, district-level staff, parents, business partners and the community. The school district members are elected and the parents, community and business representatives are solicited to serve as volunteers.

SAISD also uses district-level "intervention teams," composed of staff from the Division of Curriculum and School Support, to provide

additional technical assistance to 12 "priority" schools in the district (seven elementary and five middle schools). A priority school is defined as a school whose TAAS scores put it in danger of being placed on the state's low-performing list. The intervention team conducts regular site visits and follow-up visits to the priority schools and completes summary reports of their findings to share with the principal and the appropriate ILT. The intervention team uses a set of specific written criteria to judge conditions in the schools; their observations culminate in a summary report including observations, concerns and recommendations for improving curriculum and instruction, planning, assessment, the general school climate and parent involvement.

After these reports are filed, the area executive directors assist ILTs at the priority schools in developing plans to implement the intervention team's recommendations. SAISD's overall TAAS scores have improved since the creation of the district intervention teams. Particularly noteworthy improvements shown in TAAS scores have been documented at the priority schools J.T. Brackenridge Elementary, Carvajal Elementary and Storm Elementary.

## **COMMENDATION**

**SAISD has created intervention teams who conduct frequent school visits, provide teachers with lesson plans and demonstrations of best practices and support regular monitoring at the district's lowest-performing schools.**

## **FINDING**

SAISD curriculum guides, which are created and implemented in a three-year process, include all grade levels and core subject areas. A review of all subject area guides showed that all but the fine arts guides are in line with state and national standards, user-friendly and up-to-date.

The first year of the curriculum development process is called the development stage. In this year, "standard action teams" (teams of lead teachers in each subject area) create district standards that incorporate the national standards, the TEKS and the district's local standards into a unified curriculum guide for each grade level and each subject area. Outside review teams composed of parents, university representatives, and community member's review and provide feedback on the proposed standards and curriculum guides. The second year is called the field-test year. In this stage, a scope and sequence (or a list of the skills to be covered and the order in which they will be covered) for each core subject is created by the IG, teachers and central office curriculum leaders. The standards developed in the first year are used, revised and refined as

teachers provide feedback to the Division of Curriculum and School Support. The third year sees the full implementation of the revised standards.

Survey results indicate that 75 percent of the principals and assistant principals and 63 percent of the teachers who responded to the TSPR survey either strongly agreed or agreed that *the district provides curriculum guides for all grades and subjects*. In addition, 68 percent of principals and assistant principals and 49 percent of the teachers strongly agreed or agreed that *the curriculum guides are appropriately aligned and coordinated*. Seventy percent of the principals and assistant principals and 47 percent of the teachers strongly agreed or agreed that *the district's curriculum guides clearly outline what to teach and how to teach it*.

SAISD's careful process for the development of curriculum guides is commendable. Many districts TSPR has reviewed have an adequate curriculum guide process, but SAISD's is particularly detailed and thorough, with active teacher participation. In addition, the district invites key university representatives with expertise in curriculum and instruction to assist in reviewing guides for quality and accuracy. Also, the university representatives work with their students through educational leadership courses to assist in appropriately training future school leaders.

## **COMMENDATION**

**SAISD has up-to-date, complete and user-friendly curriculum guides for all core curriculum courses.**

## **FINDING**

The fine arts curriculum guides are the only SAISD guides that are not up to date. These guides have not been updated since 1980 and do not include many state-mandated TEKS standards. SAISD curriculum staff, moreover, indicated that the district has no scheduled timeline for updating the guides. TSPR requested a master schedule for TEKS updates and found that the district does not have a master schedule for updating any of its curriculum guides.

### **Recommendation 26:**

**Update the fine arts curriculum guide and create a master schedule for updating all curriculum guides.**

This recommendation should ensure that up-to-date TEKS standards are included in every course taught in the SAISD.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The associate superintendent for Curriculum and School Support assigns the responsibilities to the curriculum specialist for updating any curriculum guides that are not in alignment with TEKS, and creates a schedule for updating all guides.	September 2000
2.	The Curriculum Specialist with the help of an instructional guide (IG) selects six teachers and forms a team to update the fine arts curriculum guide.	May 2000
3.	The curriculum writing team revises the fine arts curriculum guide according to timetable for guide completion.	June - August 2000
4.	The district teachers begin field-testing the revised fine arts curriculum guides.	September 2001
5.	The district teachers begin full implementation of the revised guides.	September 2002 and Ongoing

## FISCAL IMPACT

A team of six teachers will be needed to provide input into the curriculum writing process. The estimate assumes that each teacher will be paid approximately \$100 per day for five days during the summer months. (Six teachers for 5 days at \$100 a day or  $6 \times 5 = 30 \times 100 = \$3,000$ .)

A master fine arts curriculum guide could be produced in a loose-leaf binder, with copies distributed either on CD-ROM or diskettes, for \$10 per CD-ROM or diskette and \$120 for the master loose-leaf copy. SAISD's 94 schools and about 30 district personnel could receive copies for a cost of \$1,240 for CD-ROM or diskettes plus \$120 for the single master, for a total of \$1,360.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Update the fine arts curriculum guide and create a master schedule for updating all curriculum guides.	(\$4,360)	\$0	\$0	\$0	\$0

## FINDING

SAISD participates in a collaborative partnership with the San Antonio Urban Systemic Initiative, a partnership among nine urban school districts,

the City of San Antonio and the University of Texas at San Antonio, in a five-year program intended to improve student achievement in mathematics and science. SAISD also participates in the San Antonio Technology in Education Coalition, a partnership with Northeast Independent School District, the Catholic Schools of the Archdiocese (St. Gerard's high School, St. Thomas More and St. Benedict's School), the University of Texas at San Antonio and the San Antonio Urban Systemic Initiative.

Other than these partnerships, SAISD has made only limited outreach efforts to local universities, community colleges and other organizations for assistance with curriculum, instruction and evaluative services.

The Region 20 Education Service Center (ESC) is charged with assisting SAISD in improving student performance and increasing the efficiency and effectiveness of its school operations. The center offers programs, professional development and technical support to districts within its region. Its services are developed based on regional needs and state initiatives and are provided at little or no cost to districts. SAISD was unable to supply TSPR with a complete list of the services its Division of Curriculum and School Support receives from the ESC. When asked why some ESC resources are not used routinely, central office personnel essentially told TSPR that the *district is self-sufficient*. Perhaps due to this mindset, SAISD is not taking advantage of every opportunity to use outside resources to meet its district's curriculum, instruction and training needs.

In 1997-98, SAISD Division of Curriculum and Instruction authorized the payment of \$67,250 for various curriculum and instruction consultant services. In 1998-99, the figure rose to \$80,024 including \$26,000 for consultation on the language arts curriculum and \$1,700 for consultation on developing reading standards. The Region 20 ESC can provide many of these services for less cost. While these consultant costs may seem minimal for a district this size, the district could be saving a portion of these funds by using existing free (or reduced priced) services from Region 20 Education Service Center.

**Recommendation 27:**

**Increase the district's use of technical assistance and resources provided by local universities, community colleges and the Region 20 Education Service Center.**

This change should help minimize the number of consultants the district hires.



## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent and board prepare and approve a resolution calling for the development of more collaborative relationships to improve the efficiency and effectiveness of SAISD's educational offerings.	July 2000
2.	The superintendent and board chairman present copies of the resolution to each local university, community college board and the education service center to express the need for such collaboration.	August 2000
3.	The superintendent and executive staff identify potential areas for collaboration and communicate these needs to appropriate representatives within each organization.	September 2000
4.	The superintendent makes personal contacts with his colleagues in each organization and instructs SAISD's key administrative personnel to do the same with their colleagues.	September through November 2000
5.	The superintendent and executive staff, as a result of prior consultations, compile a list of possible collaborative activities and continue to develop relationships to ensure further developments.	December 2000 and Ongoing

## FISCAL IMPACT

SAISD's Division of Curriculum and School Support spent \$80,024 for consulting fees for 1998-99. Based on experience in other school districts, SAISD could save about 20 percent of its annual consulting expenditures by using other resources that are available at little or no cost. The estimated savings were derived by adding all consultants' paid contracts for curriculum and instruction-related services for 1998-99 and multiplying by 20 percent. The estimated annual savings are \$16,001. The first year savings would be only half (\$8,000) due to the date of implementation.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Increase the district's use of technical assistance and resources provided by local universities, community colleges and the Region 20 Education Service Center..	\$8,000	\$16,001	\$16,001	\$16,001	\$16,001

## **FINDING**

SAISD procedures related to teacher lesson plans are outlined in the district's administrative procedures manual (**Exhibit 2-10**).

### **Exhibit 2-10 Administrative Procedures Related to Teacher Lesson Plans 1998-99**

TO: Area Executive Directors, Principals and Department Heads

#### **LESSON PLANS**

1. Lesson plans serve two main purposes:
  - a. Lesson Plans guide instruction and reflect planning for instruction.
  - b. Lesson plans reflect professional decisions made by a teacher or group of teachers in translating state, District and campus curriculum into an outline for instruction.
2. Lesson plans are required and should be readily available.
3. Lesson plans shall include the following components and each component should reflect the students' abilities, needs and other unique learning characteristics (*Examples may be obtained from principals for reference*):
  - a. Objectives;
  - b. Learning activities;
  - c. Resources;
  - d. Assessment methods/strategies.
4. There is no required format for lesson plans.
5. In order to minimize paperwork, the four lesson plan components may be addressed in lesson plans with references to specific documents, resources and page numbers where those are appropriate.
6. Plans for instruction shall be available for a substitute in a form that is readily usable by a substitute.
7. The principal may periodically collect and review lesson plans. This process is not to interfere with instruction and the lesson plan needed for the day is to be returned by the start of the school day.

**Questions regarding this procedure should be addressed to the Instructional Area Executive Director at the Learning Communities Center, 237 W. Travis Street, San Antonio, Texas 78205: Brackenridge/Highlands - 354-4834; Tech/Houston - 354-4390; Burbank/Lanier - 212w-7490; Edison/Jefferson - 212-7293.**

*Source: SAISD, Procedures Manual, 1999.*

As shown, the procedures manual states that lesson plans are required; should be readily available; and should include objectives, learning activities, resources and assessment methods. The principal may periodically collect and review lesson plans as long as it does not interfere with instruction and as long as the lesson plan needed for the day is returned by the start of the school day. TSPR found little consistency in the 11 schools visited (and in responses provided by teachers and principals in focus groups) regarding the use and review of lesson plans by principals. And while the district has a comprehensive procedures manual, the procedure concerning teacher lesson plans is not being implemented uniformly.

Some principals collect and review plans on a regular basis while others have never done so. Some principals expressed a fear of the union's retribution if they did so, yet the district's procedures manual specifically states that lesson plans are required and should be readily available.

In addition, the curriculum guides do not provide teachers with any sample lesson plans for specific skills and objectives. Interviews and a review of the curriculum guides indicate that teachers have no consistent source for obtaining model sample lesson plans. Some instructional guides at some of the schools periodically assist with sample plans, but the district has no single source for obtaining assistance with the development of lesson plans. Corpus Christi ISD, by contrast, has a section on their Web site called *What Works* that allows teachers to read other teachers' ideas on products and find sample lesson plans. (The site can be found at <http://teachervision.com/whatworks/subject/index/0,2081,200.html>).

Just for Kids, a Texas nonprofit educational research organization, also provides many free services to schools including sample lesson plans, training, data collection and data analysis. According to Just for Kids, SAISD rarely contacts them for their free services.

**Recommendation 28:**

**Provide sample lesson plans for teachers for each grade level and subject and hold teachers and principals accountable for following the district's lesson plan procedures.**

This recommendation should assist teachers who are having difficulty with teaching certain skills by providing them with sample lesson plans. In addition, the recommendation should ensure that all teachers' lesson plans uniformly follow district procedures. SAISD should begin by using existing resources to form a lesson plan bank. For example, Just for Kids (at [www.just4kids.org](http://www.just4kids.org)) offers many valuable resources for free.

**Exhibit 2-11** provides additional resources for sample lesson plans.

### **Exhibit 2-11 Sample Lesson Plan Resources**

<http://ericir.syr.edu/Virtual/Lessons/>

AskERIC lesson plan listings (more than 1,000 of them) with search capability.

<http://www.coreknowledge.org/CKproto2/resrcs/>

Core Knowledge's lesson plan collection.

<http://nceet.snre.umich.edu>

A tremendous amount of information on environmental education.

[www.ed.gov/free](http://www.ed.gov/free)

A collection of federal resources for educational excellence.

[www.thegateway.org](http://www.thegateway.org)

Gateway to Educational Materials (GEM) provides a collection of sample lesson plans for various subjects.

<http://youth.net/cec/cec.html>

Provides mini-lesson plans from Columbia Education Center's summer program; some could be useful to teachers from grades K-12.

<http://www.firn.edu/fcim/webworld/>

Web World Wonders provides a list of lesson plans for pre-k through grade 12.

<http://ww3.bay.k12.fl.us/beacon/>

Bay County

The Bay County School District in Florida has created their own database of tried, tested and validated lesson plans for teachers' use. Other teachers are welcome to access their database.

[www.mediaseek.com](http://www.mediaseek.com)

Founded in May of 1996, MediaSeek Technologies Inc. developed a patented technology that matches educational titles to standards and learning needs. This core technology is now used in MediaSeek products such as Curriculum Orchestrator® and ExplorAsource® to help educators and parents obtain the education information they want by finding educational titles that meet their needs and national and state standards.

<http://www.pbs.org/teachersource/>

PBS ONLINE's neighborhood for preK-12 educators is the first Web site to correlate its classroom activities to 46 sets of national and state curriculum standards. To locate a specific resource among PBS Teacher Source's extensive inventory of more than 1,200 lesson plans, teachers identify a grade level and topic and are presented with a suggested list of relevant lesson plans and activities, many of which are designed for use with educator-preferred classroom television programs from PBS.

*Source: Compiled by TSPR from various Web Sites, 1999.*

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The associate superintendent for Curriculum and School Support instructs the curriculum specialists who hold responsibility for updating curriculum guides to develop a coordinated sample model-lesson bank and informs teachers how to access the bank.	July 2000
2.	SAISD teachers begin field-testing revised curriculum guides and writing required lesson plans using sample models.	September 2000
3.	SAISD teachers use the required lesson plans and principals check lesson plans on a regular basis.	October 2000 and Ongoing

### **FISCAL IMPACT**

Sample lesson plans could be developed using existing free resources and incorporated in CD-ROMs or diskettes or added to the district Web site; consequently, there should be no additional cost to the district.

# Chapter 2

## EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASURES

### CURRICULUM AND INSTRUCTION SERVICES - PART 2

#### FINDING

In the 1995-96 school year, SAISD embarked on a large-scale school reform initiative to improve its quality of education and student learning as measured by the TAAS. At that time, the district did not have curriculum standards in place. The district was restructured into four learning communities led by instructional stewards (now called area executive directors) and the district invested heavily in funds, training and staffing to implement the New American Schools (NAS) design in many schools in the district. The New American Schools design is a comprehensive school reform initiative. New American Schools is a coalition of teachers, administrators, parents, policymakers, community and business leaders and experts from around the country committed to improving Academic achievement for all students. NAS works to change American classrooms, schools and school systems using designs-blueprints for reorganizing an entire school rather than a single program or grade level within it - and by providing assistance to help schools implement these designs successfully. All NAS designs have been validated through extensive research and testing.

In 1998, 70 percent of SAISD's schools had 90 percent or more of their faculties vote to implement the New American Schools design as a catalyst for bringing all district personnel together to focus on improved instructional and assessment strategies. SAISD required schools either to adopt a New American Schools design or show in their school's campus improvement plan that they are integrating nine components of comprehensive school reform.: research-based methods and strategies, comprehensive design with aligned components, professional development, measurable goals and benchmarks, support within the school, parental and community involvement, external technical support and assistance, evaluation strategies and coordination of resources. Some of these nine components of comprehensive school reform are in alignment with NAS (i.e., measurable goals and benchmarks and external technical support).

Past TEA accreditation reports for various low-performing schools in SAISD have recommended that the SAISD schools should pursue training in various New American Schools design initiatives. For example, in December 1998, TEA recommended that Connell Middle school "pursue

training in site-based decision-making and combine the efforts of the Instructional Leadership Team and the Modern Red School House initiative to ensure that efforts are not duplicated and to ensure that policies and procedures are being implemented as mandated by law." While some TEA accreditation reports suggest that some low performing schools consider the NAS-yet the district (as seen below) makes hasty decisions based on a vote of teachers within a day's time whether to ax the program or not and have not conducted the appropriate longitudinal evaluation that is necessary to cut a program.

On August 5, 1999, the interim superintendent sent a memorandum to all schools informing them that, in an effort to trim the budget, they should ask their faculties to vote on committing to the New American School design on their campus. According to a August 5, 1999, memorandum written by the interim superintendent, 90 percent of the faculty at each school who has the NAS in place had to vote in favor of keeping their New American Schools design to receive district funding to support the program; the votes were required to be returned to the central office the next day (August 6, 1999). Given the district's heavy investment in these programs, a one-day turnaround was insufficient to allow teachers and staff enough time to decide whether they wished to discontinue their program.

**Exhibit 2-12** provides data on the use of New American School designs in SAISD schools and the results of the vote on the issue. As shown, 25 schools voted to continue their design and 36 schools voted to discontinue it.

**Exhibit 2-12**  
**List of Schools' Votes on the**  
**New American Schools' Reform Initiatives**  
**1999-2000**

<b>ACCELERATED SCHOOLS</b>								
<b>School</b>	<b>1st Year</b>	<b>2nd Year</b>	<b># Yes</b>	<b>% Yes</b>	<b># No</b>	<b>% No</b>	<b>Continue</b>	<b>Discontinue</b>
Carroll Elementary		X	17	89%	2	11%	X	
Lamar Elementary		X	5	25%	15	75%		X
<b>CO-NECT SCHOOLS</b>								
<b>School</b>	<b>1st Year</b>	<b>2nd Year</b>	<b># Yes</b>	<b>% Yes</b>	<b># No</b>	<b>% No</b>	<b>Continue</b>	<b>Discontinue</b>

Brewer Elementary		<b>X</b>	1	3%	29	97%		<b>X</b>
Highland Park Elementary		<b>X</b>	3	8%	35	92%		<b>X</b>
Hillcrest Elementary		<b>X</b>	3	9%	30	91%		<b>X</b>
Pfeiffer Elementary	<b>X</b>		2	9%	21	91%		<b>X</b>
Cooper Middle School		<b>X</b>	4	13%	27	87%		<b>X</b>
Davis Middle School	<b>X</b>		34	54%	29	46%		<b>X</b>
Irving Middle School	<b>X</b>		2	4%	47	96%		<b>X</b>
Page Middle School	<b>X</b>		31	79%	8	21%	<b>X</b>	
Rhodes Middle School		<b>X</b>	20	57%	15	43%		<b>X</b>
Tafolla Middle School	<b>X</b>		35	51%	34	49%		<b>X</b>
Jefferson High School	<b>X</b>		21	65%	11	35%		<b>X</b>

**EXPEDITIONARY LEARNING OUTWARD BOUND**

School	1st Year	2nd Year	3rd Year	4th Year	# Yes	% Yes	# No	% No	Continue	Discontinue
Bonham Elementary		<b>X</b>			1	4%	22	96%		<b>X</b>
Douglass Elementary				<b>X</b>	7	34%	14	66%		<b>X</b>
Gates Elementary				<b>X</b>	2	6%	33	94%		<b>X</b>
Herff Elementary				<b>X</b>	3	14%	18	86%		<b>X</b>
Poe Middle School		<b>X</b>			7	87%	1	13%	<b>X</b>	



Twain Middle School	<b>X</b>				26	55%	21	45%		<b>X</b>
Houston High School			<b>X</b>		1	8%	13	92%		<b>X</b>
Adelante Academy				<b>X</b>	4	100%	0	0%	<b>X</b>	
Alamo A. C.		<b>X</b>			10	83%	2	17%		

**MODERN RED SCHOOLHOUSE**

School	1st Year	2nd Year	3rd Year	# Yes	% Yes	# No	% No	Continue	Discontinue
Foster Elementary			<b>X</b>	3	9%	32	91%		<b>X</b>
Green Elementary		<b>X</b>		10	52%	9	48%		<b>X</b>
Japhet Elementary			<b>X</b>	28	82%	6	18%	<b>X</b>	
Knox Elementary			<b>X</b>	2	12%	15	88%		<b>X</b>
Maverick Elementary			<b>X</b>	3	8%	35	92%		<b>X</b>
Miller Elementary		<b>X</b>		3	15%	17	85%		<b>X</b>
Travis Elementary			<b>X</b>	0	0%	22	100%		<b>X</b>
Woodlawn Elementary		<b>X</b>		7	20%	28	80%		<b>X</b>
Woodlawn Hills E.S.	<b>X</b>			2	8%	25	92%		<b>X</b>
Connell Middle School		<b>X</b>		5	6%	33	94%		<b>X</b>
Harris Middle School		<b>X</b>		15	40%	23	60%		<b>X</b>

Lowell Middle School		<b>X</b>		25	69%	11	31%		<b>X</b>
Rogers Middle School		<b>X</b>		24	44%	29	56%		<b>X</b>
Wheatley Middle School		<b>X</b>		15	40%	23	60%		<b>X</b>
Whittier Middle School	<b>X</b>			45	91%	4	9%	<b>X</b>	

**ROOTS & WINGS**

<b>School</b>	<b>1st Year</b>	<b>2nd Year</b>	<b># Yes</b>	<b>% Yes</b>	<b># No</b>	<b>% No</b>	<b>Continue</b>	<b>Discontinue</b>
Arnold Elementary	<b>X</b>		30	100%	0	0%	<b>X</b>	
Austin Elementary	<b>X</b>		10	55%	8	45%		<b>X</b>
Barkley Elementary		<b>X</b>	27	100%	0	0%	<b>X</b>	
Bowden Elementary		<b>X</b>	23	47%	26	53%		<b>X</b>
Bowie Elementary		<b>X</b>	29	88%	4	12%	<b>X</b>	
Cameron Elementary		<b>X</b>	25	92%	2	8%	<b>X</b>	
Carvajal Elementary		<b>X</b>	22	85%	4	15%	<b>X</b>	
Cotton Elementary		<b>X</b>	17	57%	13	43%		<b>X</b>
Crockett Elementary		<b>X</b>	55	98%	1	2%	<b>X</b>	
De Zavala Elementary		<b>X</b>	35	81%	8	19%	<b>X</b>	
Hirsch Elementary		<b>X</b>	24	89%	3	11%	<b>X</b>	

Huppertz Elementary	X		35	92%	3	8%	X	
Kelly Elementary		X	28	100%	0	0%	X	
King Elementary		X	13	40%	20	60%		X
Madison E.S./S.W. Mental	X		37	70%	16	30%		X
Margil Elementary		X	4	15%	22	85%		X
Pershing Elementary	X		20	91%	2	9%	X	
Riverside Park Elementary	X		31	100%	0	0%	X	
Rodriguez Elementary		X	26	93%	2	7%	X	
Ruiz Elementary		X	20	95%	1	5%	X	
Stewart Elementary		X	38	91%	4	9%	X	
Tynan Elementary	X		21	91%	2	9%	X	
Washington Elementary		X	6	100%	0	0%	X	
W.W. White Elementary	X		29	80%	6	20%	X	

*Source: SAISD, Division of Curriculum and School Support, 1999.*

In three years' time, SAISD spent a total of \$7,660,035 in materials and training to implement schoolwide reform efforts (**Exhibit 2-13**). Little research preceded the implementation of the reform efforts, and no evaluation efforts were conducted before the hastily held vote on the programs. Educational research shows that new initiatives should be research-based and given ample time to show results. SAISD did not adequately evaluate the effectiveness of the reforms before discontinuing their use.

**Exhibit 2-13**  
**New American School Designs**  
**Expenditures for 1996 through 1999**

	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>
<b>Program Name</b>	<b>Expenditures</b>	<b>Expenditures</b>	<b>Expenditures</b>
Accelerated Schools	\$0	\$78,315	\$118,843
Expeditionary Learning	300,088	478,428	556,886
Project Co-Nect	\$0	305,183	664,839
Modern Red Schoolhouse	317,729	1,158,361	1,259,199
Roots & Wings	98,861	1,069,864	945,544
Subtotal	\$716,678	\$3,090,151	\$3,545,311
AVID Title VI	\$0	141,335	166,560
<b>GRAND TOTAL</b>	<b>\$716,678</b>	<b>\$3,231,486</b>	<b>\$3,711,871</b>

*Source: SAISD, Division of Curriculum and School Support, 1999.*

When a district spends \$7 million to implement new initiatives, it should not be hasty to dismiss them without any criteria for the decision.

Furthermore, while SAISD's administrators offers teachers opportunities to provide feedback on the selection and use of instructional materials and programs through various forms, most teachers interviewed by TSPR did not feel that the district uses their feedback to make substantive changes.

Survey results confirm that many SAISD teachers feel they have no significant role in the selection of programs and materials. Sixty-two percent of teachers responding to TSPR's survey either strongly disagreed or disagreed that they are given an *opportunity to suggest programs and materials that they believe are most effective.*

One of SAISD's peer districts, Corpus Christi ISD, has a set of regularly updated *Guidelines for Curriculum Additions/Modifications*-criteria based on sound research that the district follows when proposing curriculum additions, deletions or modifications. The guidelines include criteria for program description, research support, campus-level curriculum impact, budget and evaluation, as well as planning forms, budget impact analysis forms and evaluation forms for administrators' use.

**Recommendation 29:**

**Establish specific criteria for selecting, implementing, monitoring and evaluating all new educational programs.**

This recommendation should ensure that all new program initiatives in the district's schools are selected based upon objective criteria and the input of teachers and principals; monitored during the implementation process; and evaluated for effectiveness. The board then should be able to approve recommended initiatives with the understanding that they are based upon appropriate, unbiased information and not influenced by special-interest groups.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent directs the associate superintendent for Curriculum and School Support and the director of Testing to develop a plan that includes criteria for program selection, review and continuation or termination.	September 2000
2.	The associate superintendent for Curriculum and School Support and the director of Testing recommend the plan for executive review and approval.	September 2001
3.	The superintendent approves the plan, which then is implemented by the associate superintendent for Curriculum and School Support and director of Testing.	October 2001 and Ongoing

**FISCAL IMPACT**

These criteria could be developed with existing resources. This recommendation ultimately should save district funds by ensuring that programs are not purchased or discontinued without appropriate criteria.

**FINDING**

Teachers and principals told TSPR that they need clarification on how all of the various components of SAISD's school improvement initiatives should interrelate. Training and information on such initiatives are delivered to SAISD's teachers and schools in a fragmented way, through curriculum guides, scope and sequence (or a list of the skills to be covered and the order in which they will be covered), trainer-of-trainers models, school site visits and various other strategies. The district, however, has not offered any training to assist its personnel in understanding how all of the components of school improvement should work together.

Verbal and written comments from the teachers' focus group and interviews with principals include:

- *Our school benefits from the trainer-of-trainers sessions, but they don't have a common theme or thread. We tend to get bits and pieces of training.*
- *My teachers are bombarded by so many directives, state, local, national standards, trainer-of-trainer, New American School Reform, state mandates and new curriculum guides. They get overwhelmed and often lose site of the big picture about why all these smaller pieces are important.*
- *As a teacher, I want to know specifically how a directive or training from central office is going to improve my classroom instruction-if it's not evident in the first few minutes-I tune out and grade papers.*

As mentioned previously, one of the four main recommendations made by Policy Study Associates in August 1998 was that the "superintendent and area executive directors should communicate clearly how the central elements of the district's reform agenda fit together in a comprehensive strategy to increase student achievement by improving the quality of education in all of the districts' schools." This finding confirms what TSPR learned that the key elements of school improvement are not being clearly explained to school-based staff.

While Region 20 offers training in many areas of curriculum and instruction, it has no training to tie together the key components of school improvement. For example, Region 20 offers training in student assessment, TEKS, enrichment curriculum, foundation curriculum and TAAS data disaggregation. All are vital components of the school improvement process; nevertheless, what is lacking is training that enables principals and teachers to see how all of these components of school improvement fit together and understand the relationships among the TEKS, TAAS, national standards, local benchmarks, curriculum, instruction, data analysis and assessment.

Florida's Department of Education provides districts with trainer-of-trainers modules called "Connections" that provide this type of training. Although such state-provided training is presently unavailable in Texas, districts can design and provide similar training within their own staff development programs.

According to SAISD, one module of the district's trainer-of-trainers sessions has not yet been developed, although training funds have been allocated for the modules.

### **Recommendation 30:**

**Provide training to teachers in the interrelationships among TEKS, TAAS, national and local standards, curriculum guides, school reform initiatives, student assessments and data analysis.**

This should assist teachers and school administrators in understanding how various school improvement components and initiatives interrelate. The training should assist teachers and school administrators in developing their campus improvement plans based on a thorough knowledge of all of the key components of school improvement.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The associate superintendent for Curriculum and School Support instructs the curriculum staff to develop this training using any existing available training resources.	July 2000
2.	The curriculum staff develops and delivers the training to the trainers of trainers.	July 2000
3.	The associate superintendent for Curriculum and School Support begins implementing the training program.	September 2000 and Ongoing

**FISCAL IMPACT**

Training funds already have been allocated for the trainer-of-trainers modules, so this recommendation should not result in any additional spending.

**FINDING**

SAISD has a statement of mission, goals and objectives and related program policy statements that do not provide standards governing instructional time for core subject areas. These core areas represent academic areas that are assessed by TAAS. SAISD employees said that the district's expectations were that each elementary and middle school students should receive a minimum of 90 minutes of instruction per day in each of the core areas of language arts and mathematics, however TSPR could not identify either Board of Trustee approved policies or administrative procedures reflecting this standard. Also, TSPR was unable to identify documents that report the amount of time students are engaged in core instruction.

**Recommendation 31:**

**Develop and adopt standards establishing minimum instructional times for core subject areas.**

Board policy should include statements providing direction to personnel in areas such as the amount of time to be spent on instruction, particularly for areas that are a part of campus improvement plans and reflect identified state goals. Board policy should provide a clear statement of the district's expectations. The Texas School Board Association (TSBA) should, through its policy development service, be able to provide SAISD with sample policy language to assist in meeting this recommendation.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent directs the associate superintendent for Curriculum and School Support to draft appropriate policy.	July 2000
2.	The associate superintendent for Curriculum and School Support, in collaboration with appropriate curriculum staff, draft the policy.	August 2000
3.	The superintendent reviews, revises, approves and recommends the policy to the board for approval.	September 2000
4.	The board approves minimum student instructional time standards.	September 2000
5.	The board adopts the policy.	October 2000
6.	The associate superintendent for Curriculum and School Support, area executive directors, principals and teachers implement the policy.	November 2000

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.



# Chapter 2

## EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASURES

### **SPECIAL PROGRAMS - PART 1**

This section will review special education, alternative education/dropout prevention, Limited English Proficiency, English as a Second Language, career and technology, gifted and talented, compensatory education/federal and extracurricular programs.

#### ***Career and Technology***

The major goal of SAISD's career and technology education program is to provide quality instruction that prepares students to be successful in high-skill/high-wage jobs. The principles of this program include integrating academic and vocational technical education to facilitate a real-world understanding of the marketplace; innovative instruction embracing the different learning styles of students; and the integration of career goals with school curriculum objectives. The 1999-00 academic year began with each high school reorganized into schools-within-schools to provide students with smaller, supportive learning environments. Each school is designed around career paths that reflects student interests. In addition to TEKS, the program also teaches workplace skills.

The school-to-work concept originated in the 1980s. The federal School-to-Work Program provides funding to schools and districts to ensure students develop the types of skills needed by their local economies. Federal School-to-Work and Tech Prep programs encourage collaboration between school districts and higher institutions.

Each year, a select number of the district's 130 Career and Technology teachers attend a summer workshop to update the career and technology curriculum. These teachers then share the information with colleagues across the district.

**Exhibit 2-14** shows the total expenditures and funding sources for career and technology education for the past three years.

**Exhibit 2-14**  
**Career and Technology Education:**  
**Total Expenditures and Funding Sources**  
**1996 through 1999**

Funding Source	1996-97		1997-98		1998-99	
	Allotment	Expenditure	Allotment	Expenditure	Allotment	Expenditure
Carl Perkins-Federal Funds (Fund 244)	\$976,457	\$967,153	\$1,103,839	\$1,094,138	\$1,077,854	\$1,067,477
State Career and Technology Funds (Fund 167)	\$7,394,033	\$7,262,878	\$6,895,195	\$6,980,018	\$7,083,733	\$7,027,837

*Source: SAISD, Curriculum and School Support Division, 1999.*

## **FINDING**

For three years, the district has had a mutually beneficial collaborative project with St. Philip's College called Project Phoenix. Project Phoenix is a program designed to give students academic and technical skills to enter the 21<sup>st</sup> century workforce. While in the program, students participate in on-the-job training during their senior year. Students taking part in the project can earn college credit while still in high school and use that credit in a college or university program. The program is delivered at no cost to students; books, tools and bus tickets for transportation to and from the college are provided by the district. SAISD has four academic teachers and two Career and Technology teachers based at St. Philip's College who teach core academics to the 105 students enrolled in the program. The program costs the district \$120,000 per year.

While the district has increased student enrollment and achievement with Project Phoenix, it has not pursued similar agreements with other area community and technical colleges as actively as it should. A total of 290 high school students are enrolled in local colleges' academic dual-credit courses through approved agreements (**Exhibit 2-15**). Thirty-four are enrolled in academic courses at community colleges that are not yet covered under district-college agreements. Seventy-one other students are enrolled in Tech Prep courses covered by approved agreements. One high school, Fox Tech has an agreement with St. Philips College, but has no students enrolled in their programs. Six high schools, Edison, Fox Tech, Highlands, Houston, Jefferson and Lanier, have not established career and technical agreements with any area colleges.

**Exhibit 2-15**  
**San Antonio Independent School District**  
**Agreements for Academic Dual Credits**  
**and Career and Technology Tech-Prep**  
**Fall 1999**

Campus	Articulation Agreement		# Students Enrolled		College
	Academic	Tech-Prep	Enrolled Academic	Tech-Prep	
Brackenridge High School	<b>X</b>	<b>X</b>	48* (16)	17	St. Philip's College
Burbank High School		<b>X</b>	0	17	San Antonio College
		<b>X</b>	0	18	St. Philip's College
	<b>X</b>	<b>X</b>	7	0	Palo Alto College
Edison High School	<b>X</b>		1	0	San Antonio College (SAC)
Fox Technical High School	<b>X</b>		0	0	St. Philip's College
Highlands High School	<b>X</b>		54	19	St. Philip's College (SAC)
	<b>X</b>		19		San Antonio College (SAC)
Houston High School	<b>X</b>		10 (2)	0	St. Phillips College
			0 (1)	0	San Antonio College (SAC)
Jefferson High School	<b>X</b>		73	0	St. Philip's College
Lanier High School	<b>X</b>		45 (15)	0	St. Philip's College
Project Phoenix	<b>X</b> Career and Tech Agreement		33		St. Philip's College

*Source: SAISD, Division of Curriculum and School Support, 1999.*

\*The numbers in parentheses indicates number of additional students enrolled, but not through an approved agreement.

**Recommendation 32:**

**Develop more agreements between district high schools and community colleges and encourage students' participation in dual-enrollment, credit earning programs.**

This should increase the number and variety of programs available to students, providing both high school as well as college credits for participation. Student participation in these programs prior to graduation from high school should reduce the cost of post-secondary education to the students since they should not have to bear the tuition costs through dual enrollment opportunities. These opportunities should improve the variety of programs offered to students enrolled in SAISD schools. Implementation of this recommendation should also provide additional opportunities in career and technology programs.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The associate superintendent for Curriculum and School Support and the Career and Technology staff, in collaboration with community colleges and similar institutions, identify areas to include in agreements for dual enrollment.	July - October 2000
2.	The associate superintendent for Curriculum and School Support works with area executive directors and high school principals to identify high-priority areas for dual-enrollment programs and strategies to encourage student participation.	November 2000
3.	The associate superintendent for Curriculum and School Support works with community colleges and related institutions to draft agreements.	December 2000 - February 2001
4.	The associate superintendent for Curriculum and School Support recommends the agreements to the superintendent for review, approval and recommendation to the board.	March 2001
5.	The superintendent reviews and recommends the agreements to the board.	March 2001
6.	The board reviews and approves the agreements.	April 2001
7.	The associate superintendent for Curriculum and School Support, area executive directors and high school principals begin implementation of the agreements and strategies to increase student membership in dual-enrollment programs.	July 2001 and Ongoing

**FISCAL IMPACT**

This recommendation should not cost the district additional funds and in fact should allow it to save funds by eventually eliminating some career and vocational programs that have a small enrollment.

**FINDING**

SAISD has 130 career and technology teachers and, according to a review of the district's course enrollments for 1999-2000, none of the career and technology courses offered in the eight high schools have an enrollment of more than 20 students. There are 13 classes with fewer than six students at Brackenridge High School; 17 classes with fewer than six at Burbank High School; six at Edison High School; six at Fox Technical High School; 10 at Highlands High School, 16 at Sam Houston High School, nine at Jefferson High School and 19 at Lanier High School. In all, 96 classes have fewer than six students, accounting for the equivalent of 16 teaching positions.

**Recommendation 33:**

**Eliminate career or technical programs with fewer than six students.**

This should provide the district with significant savings and provide additional funds to meet needs identified in the campus improvement plans. Federal funds should not be affected by this recommendation since they are allocated to each school for the acquisition of materials and equipment in all career or technical programs; each principal may reassign resources to other programs. A wide range of career or technical programs available within the district and through dual enrollment agreements should provide the necessary educational opportunities for students.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The associate superintendent for Curriculum and School Support instructs the area executive directors to identify career and technical teaching positions with fewer than six assigned students.	September 2000
2.	The associate superintendent for Curriculum and School Support reviews the list and consults with all area executive directors and principals to finalize the recommended reductions.	October 2000
3.	The associate superintendent for Curriculum and School Support prepares the recommendation for review by the superintendent and approval of the board.	November 2000
4.	The board approves the reductions.	December 2000

5.	The associate superintendent for Curriculum and School Support initiates actions to implement reductions.	January 2001
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### FISCAL IMPACT

Savings from this recommendation would not apply until the implementation date of January 2001. This recommendation should save the district \$699,825 annually beginning in 2002-03, based upon elimination of 16 teaching positions at a cost of \$38,034 each, plus benefits of 15 percent.

Recommendation	2000-01	2001-02	2002-03	2003-04	2004-05
Eliminate career or technical programs with fewer than six students	\$0	\$349,912	\$699,825	\$699,825	\$699,825

### FINDING

Fifty of the 94 SAISD schools offer a "career day" for students to inform them about various career choices. Yet the San Antonio area is home to businesses and postsecondary institutions offering a wide range of opportunities for high education and employment. At present, some district students are not being fully exposed to career options they may wish to explore.

#### Recommendation 34:

**Initiate a district career day and promote the participation of all schools.**

Local businesses should become involved in providing career day program opportunities for students.

### IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent prepares a resolution of support for a districtwide career day for approval by the Board of Trustees.	July 2000
2.	The Board of Trustees approves the resolution.	August 2000
3.	The superintendent directs the associate superintendent for Curriculum and School Support, in conjunction with the area executive directors and secondary principals, to work with	September 2000 through February 2001

	the business community, colleges and other institutions to establish a districtwide career day.	
4.	The associate superintendent for Curriculum and School Support announces the date and location of the career day.	October 2000

### **FISCAL IMPACT**

This recommendation could be implemented with existing resources.

### ***Special Education***

The mission of SAISD's Special Education Department is to "provide the opportunity for all students with disabilities to develop life-long learning and thinking skills within a safe, supportive and challenging environment." The district's philosophy is that all students with disabilities should receive a free appropriate public education within the least restrictive environment.

SAISD had the third-highest special education student enrollment among its peer districts in 1998-1999, a slight decrease from its 1997-98 enrollment (**Exhibit 2-16**).

**Exhibit 2-16  
Special Education Enrollment Comparison  
1997-99 School Years**

<b>Peer District</b>	<b>Special Education Enrollment 1997-98</b>	<b>Special Education Enrollment 1998-99</b>	<b>Percent of Special Education Students</b>
Austin ISD	9,177	9,177	11.5%
Corpus Christi ISD	6,021	5,874	14.6%
El Paso ISD	5,932	5,790	9.2%
Ft. Worth ISD	9,046	8,702	11.2%
<b>San Antonio ISD</b>	<b>7,550</b>	<b>7,443</b>	<b>12.6%</b>
Ysleta ISD	4,706	4,913	10.4%
Peer Average	6,976	6,891	11.4%

Source: Texas Education Agency, 1999.

The district's special education process includes the following components:

- child identification;
- individual assessment;
- individualized educational plan development;
- individual instruction;
- related services; and
- individualized educational plan review.

SAISD offers special education instruction in six major programs: behavior improvement, practical living skills, developmental skills, functional life skills, a preschool program for children with disabilities and vocational adjustment coordination. SAISD uses certified or licensed professional staff, including psychologists, speech pathologists and educational diagnosticians, to provide diagnostic and therapeutic student care. If professional workers are not available within the district, outside specialists and services are used on a contractual basis.

**Exhibit 2-17** shows the contractual services used by the Special Education Department. An estimated \$407,000 will be spent in 1999-00 on these services.

**Exhibit 2-17**  
**Special Education Department**  
**List of Currently Outsourced Services**  
**1999-2000**

<b>Vendor</b>	<b>Amount</b>
Auditory Services Harry Jersig Center	\$15,000
Appraisals Chappel/Gallegos	10,000
Child Guidance	24,000
Deaf Interpreters Texas/Vital Signs	10,000
Goodwill Industries	20,000
Health Services	30,000
Homebound Services	20,000
Parent Home Training	20,000
Speech/Phys. Therapy Medrec/Therapy Staff	44,000



Orientation & Mobility Services	42,000 54,723
Psychologist	60,000
Trinity University Assistant, working with student	15,000
UT Health Services Center Psychiatric Services Psychologists	20,000 23,000
<b>PROJECTED GRAND TOTAL</b>	<b>\$407,723</b>

*Source: SAISD, Special Education Department, 1999.*

SAISD is second-lowest among its peers in spending on special education (**Exhibit 2-18**).

**Exhibit 2-18**  
**Expenditure Percentages by Category**  
**For SAISD and Comparison Districts**  
**1998-99**

<b>School District</b>	<b>Regular Education</b>	<b>Special Education</b>
Austin ISD	78.8%	16.2%
Corpus Christi ISD	77.9%	13.0%
El Paso ISD	74.4%	13.1%
Forth Worth ISD	67.4%	11.3%
<b>San Antonio ISD</b>	<b>68.1%</b>	<b>13.8%</b>
Ysleta ISD	72.6%	13.9%
Peer Average	74.3%	13.5%

*Source: Texas Education Agency, 1999.*

SAISD has placed all special education policies, procedures, forms and Individual Education Plans (IEPs) on-line. Previous IEPs were computerized, but did not have the individualization CLASS (Comprehensive Learner Adapted Scope and Sequence (or a list of the skills to be covered and the order in which they will be covered) This is the first year that IEPs have been automated within the district and thus with the new electronic process, the timeliness of the IEPs has been slower than previous years due to teachers learning a different method of entering data into the IEP.

## FINDING

The 1999 Legislature required the inclusion of TAAS results for special education students in district accountability ratings. Prior to this legislation, SAISD's Admission, Review and Dismissal (ARD) committees for each special education student had been using a set of TAAS exemption criteria (**Exhibit 2-19**). Subsequent to TSPR's visit to the district, these criteria were updated to include the following items:

- Has the student previously taken TAAS?
- Note: If a special education student is exempt in any area, documentation must be provided of which alternative test the student has taken.

The criteria contain a set of six questions.

### **Exhibit 2-19** **San Antonio Independent School District** **Special Education Department**

#### ARD Supplement for TAAS Exemption

Student \_\_\_\_\_ Grade \_\_\_\_\_ DOB \_\_\_\_\_  
Date \_\_\_\_\_

The determination to exempt a special education student from taking the state criterion-referenced TAAS and/or end-of-course tests is an ARD committee decision based on each individual special education student.

1. Has the student previously taken TAAS? \_\_\_\_ Yes \_\_\_\_ No

If YES, list the scores and go to #2                      \_\_\_\_ Reading

\_\_\_\_ Writing \_\_\_\_ Math

If NO, go to #3

2. Were the scores 64 or higher? \_\_\_\_ Yes \_\_\_\_ No

If YES, the student is NOT exempt and will take TAAS.

If NO, go to question #3.

3. Does the student receive all instruction based on TEKS? \_\_\_\_ Yes \_\_\_\_ No

If YES, go to #4.

If NO, the student is EXEMPT.

4. Is the performance standard for the student 70%? \_\_\_\_ Yes \_\_\_\_ No

If YES, go to #5.  
If NO, the student is EXEMPT.

5. Are instructional accommodations or modifications routinely used in the instruction of the student?      \_\_\_ Yes \_\_\_ No

If YES, go to #6.  
If NO, the student is NOT exempt and will take TAAS.

6. Are these accommodations or modifications allowable in the administration of the TAAS?      \_\_\_ Yes \_\_\_ No

If YES, the student is NOT exempt and will take TAAS.  
If NO, the student is EXEMPT.

\_\_\_ STUDENT IS NOT EXEMPT AND WILL TAKE THE TAAS IN ALL AREAS

\_\_\_ STUDENT IS PARTIALLY EXEMPT AND WILL TAKE THE TAAS IN THE

FOLLOWING AREAS \_\_\_ READING \_\_\_ WRITING \_\_\_ MATH \_\_\_

STUDENT IS EXEMPT IN ALL AREAS AND WILL TAKE THE FOLLOWING ALTERNATIVE ASSESSMENT

*Source: SAISD, Division of Curriculum and School Support, 1999.*

Although some of the criteria listed below are included in a student's ARD form, it is not clearly shown on the district's special education exemption checklist. All criteria should be listed on one form for clear communication of the criteria used to exempt a student. The following criteria is not listed on the exemption form:

- the student's present competencies/level of academic achievement and criteria for achievement of the IEP objectives;
- the student's history and degree to which IEP instructional requirements reflect academic preparation consistent with the objectives measured on the test;
- the student's current accommodations/modifications in assessment or instruction as required in the IEP; and
- list of appropriate alternative assessments for each area(s) of exemption.

**Exhibit 2-20** shows the counts (and percentage increase) of special education TAAS exemptions by subject in SAISD in Spring 1998 and Spring 1999. The total number of special education students exempted rose from 1998 to 1999.

**Exhibit 2-20**  
**Counts of Special Education TAAS Exemptions by Subject and Grade**  
**Spring 1998 and Spring 1999**

Grade	Writing			Reading			Math		
	1998*	1999*	Percent Increase	1998	1999	Percent Increase	1998	1999	Percent Increase
3				312	487	56%	244	402	65%
4	474	585	23%	459	611	33%	379	531	40%
5				422	767	82%	357	703	97%
6				378	671	78%	333	626	88%
7				312	575	84%	296	545	84%
8	353	531	50%	270	522	93%	262	521	99%
10	207	325	57%	207	314	52%	201	322	60%
<b>TOTAL EXEMPT</b>	<b>1,034</b>	<b>1,441</b>	<b>39%</b>	<b>2,360</b>	<b>3,947</b>	<b>67%</b>	<b>2,072</b>	<b>3,650</b>	<b>76%</b>

*Source: SAISD, Curriculum and School Support Division, 1999.*

*\* Special education students who were tested.*

**Exhibit 2-21** compares SAISD exemptions with average state exemption percentages. SAISD's percentage of students exempted from the tests is higher than the state average.

**Exhibit 2-21**  
**Comparison of SAISD and TEXAS**  
**Percentage of Special Education TAAS Exemptions by Subject**  
**SAISD Compared to State**  
**Spring 1998 and Spring 1999**

Year	Writing			Reading			Math		
	San Antonio	Texas	Percentage Point Difference	San Antonio	Texas	Percentage Point Difference	San Antonio	Texas	Percentage Point Difference
1998	52.0%	44.6%	7.4	45.8%	43.7%	2.1	40.2%	39.6%	0.6
1999	75.9%	58.9%	17.0	76.2%	58.9%	17.3	70.5%	54.5%	16.0
Increase	+23.9%	+14.3%		+30.4%	+15.2%		+30.3%	+14.9%	

*Source: SAISD, Division of Curriculum and School Support, 1999.*

For 1998-99, the Houston ISD superintendent made the decision to test all children, regardless of their exemption status. For the first time since 1991-92 when the TAAS was first administered, Houston's overall TAAS passing rate declined by more than 5 percentage points. This bold move on the part of the Houston Superintendent may appear to be a set-back for the district. In truth, however, the district now has a more realistic picture of all student's performance.

It is important to know the history of the special education student test exemption policy because students exempted in the past now are required to take the TAAS. The district must address its need to provide effective test preparation and skills to accommodate the needs of formerly exempted special education students. For example, in Grade 5 in 1999, 767 special education students in the district were exempted from the TAAS reading test; the district now must be prepared to assist these students in preparing for the test.

According to the director of Special Education, two types of alternative assessments were administered to SAISD students who were exempt from TAAS; The Comprehensive Learner Adapted Scope and Sequence (or a list of the skills to be covered and the order in which they will be covered) (CLASS) and the Release TAAS. SAISD has not conducted assessment to determine how special education students scored on the two alternative tests.

### **Recommendation 35:**

**Test all children and use the test results to strengthen the district's curriculum and instruction.**

TAAS and alternative test data will provide important data to support the development of appropriate instruction for special education students and student performance.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The board and superintendent agree to test all students in the coming year.	June 2000
2.	The associate superintendent for Curriculum and School Support requests that the director of Testing compile the necessary data	July 2000

	from prior year tests.	
3.	The director of Testing compiles the data and submits the compilation to the associate superintendent for Curriculum and School Support and the director of Special Education.	September 2000
4.	The director of Special Education, the associate superintendent for Curriculum and Instruction and a team of IGs and curriculum specialists analyzes the data and prepares adjusted curriculum for distribution to instructional personnel of special education students.	December 2000
5.	The director of Special Education provides the guides and materials to the area executive directors and principals for distribution to instructional personnel and use with students.	January 2000
6.	The teachers of special education use the revised curriculum.	February 2000

### **FISCAL IMPACT**

This recommendation could be accomplished with existing resources.

### **FINDING**

The 1999 Texas Legislature required TEA to develop and distribute to school districts copies of a comprehensive and easily understandable special education handbook explaining the rights and responsibilities of parents of special education students. TEA also must ensure that school districts provide the handbook to parents when a parent's child is initially referred for special education eligibility testing. To date, however, TEA has not developed this handbook.

In the interim, SAISD lacks any formal strategy for communicating with special education parents other than an organized program for parents of visually impaired students. That program aside, SAISD has no special education parent support groups, training or communication channels for these parents.

Subsequent to TSPR's visits in the weeks of September 20 and September 27, 1999, the district provided data showing a schedule of training proposed for special education parents for November 1999 through May 4, 2000. While it is commendable that this parent training was scheduled after TSPR's site visit, TSPR believes that to begin a special education student's new school year on a positive, well-informed start, parent training should commence at the beginning of the school year and continue throughout the year.

**Recommendation 36:**

**Develop and implement training for parents of special education students on their rights and responsibilities.**

This should provide the parents of special education students with valuable information related to their rights and responsibilities and should ensure that SAISD meets the Legislature's intent.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The associate superintendent for Curriculum and School Support directs the director of Special Education to develop parent training.	September 2000
2.	The director of Special Education and appropriate staff contact Region 20 for assistance in developing this training.	September 2000
3.	The Special Education staff work with Region 20 in developing the modules.	October - November 2000
4.	The Special Education staff schedules training sessions and trains parents.	December 2000

**FISCAL IMPACT**

This training could be developed and distributed to each school and copies maintained in the Division of Curriculum and School Support for a cost of \$2,040. This cost is based upon the creation of CD-ROMs or diskettes for distribution at a cost of \$10 each (one to each of 94 schools and 10 for the Curriculum and School Support Division) and production expenses of about \$1,000.

Other, less-expensive options might include weekday or Saturday workshops for special education parents.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Develop and implement training for parents of special education students on their rights and responsibilities.	(\$2,040)	\$0	\$0	\$0	\$0

***Dropout Prevention and Alternative Education***

For the 1997-98 year, SAISD experienced a dropout rate of 2.5 percent, higher than the peer district average (**Exhibit 2-22**).

**Exhibit 2-22**  
**Annual Student Dropout Rates**  
**in Comparison Districts**  
**1997-98**

<b>School District</b>	<b>Dropout Rate 1997-98</b>
Austin ISD	2.0%
Corpus Christi ISD	2.6%
El Paso ISD	1.3%
Forth Worth ISD	2.5%
<b>San Antonio ISD</b>	<b>2.5%</b>
Ysleta ISD	1.6%
<b>Peer District Average</b>	<b>2.0%</b>
<b>State</b>	<b>1.6%</b>

*Source: Snapshot 1997-98 District Profiles, Texas Education Agency.*

The dropout rate is reviewed and evaluated annually by the district's San Antonio Leadership Team (SALT), which also sets targets for all students and four student subgroups. **Exhibit 2-23** shows SAISD's 1998 student performance level related to dropout rates, the target performance level and the 1999 performance level. The district's target for 1999-00 is to have SAISD's dropout rate for all students decline to 1 percent or less.

**Exhibit 2-23**  
**SAISD Performance Objectives Related to Dropout Rate**

<b>*Dropout Rate</b>	<b>1998 Performance Level</b>	<b>Target Performance Level</b>	<b>1999 Performance Level</b>	<b>Objective Met</b>
All Students	1.5	1.0	2.5	No
African American	1.4	1.0	2.9	No
Hispanic	1.5	1.0	2.5	No
White	1.3	1.0	1.7	No
Economically Disadvantaged	1.0	1.0	2.0	No



*Source: SAISD, District Improvement Plan, 1999.*

\*Attendance and dropout rates reported in AEIS are from the previous school year. 1998 data are from 1996-97. 1999 data are from 1997-98.

## **FINDING**

SAISD uses the process outlined in the TEA *1999 Accountability Manual* to compute its annual dropout rate. The district uses two procedures to track and if possible reduce the number of students dropping out of school. Policy C-32 (last revised on October 1, 1997) establishes administrative procedures for dropout reporting for secondary schools, and F-2 (last revision August 18, 1999) provides guidelines on withdrawal follow-up to prevent student dropouts. While the F-2 procedures are up to date and in accordance with TEA's formula for reporting dropouts, the district's current practices and procedures are not reflected in the district's C-32 procedure. For example, the C-32 policy states that the "Department of Research and Evaluation shall transmit the dropout records for each school to the PEIMS coordinator for submission to TEA." At the time of TSPR's visit, SAISD had no Department of Research and Evaluation, - only a Testing Department. Testing Department personnel told TSPR that they do not oversee the transmittal of dropout records to the PEIMS coordinator for submission to TEA. Staff interviews clearly indicate a degree of confusion as to who holds the responsibility for reviewing data submitted for the Public Education Information Management System (PEIMS) reporting. PEIMS, in compliance with the Texas Education Code, contains only the data necessary for the legislature and the Texas Education Agency to perform their legally authorized functions in overseeing public education.

Subsequent to TSPR's visits, SAISD provided a memorandum to TSPR dated December 9, 1999 and addressed to all principals from the PEIMS Coordinator requesting that they review the Fall PEIMS data and make "corrections in the database." The memorandum also stated that the PEIMS coordinator would resubmit the PEIMS data the following week. Even so, TSPR sees no evidence in the district that the collected data is reviewed and analyzed before being submitted to the State.

### **Recommendation 37:**

**Update district procedures related to the reporting of dropout rates and ensure that these procedures are followed.**

This should provide up-to-date procedures for reporting secondary school students' dropout data. The administrator officer of the Planning and

Change Management Department should ensure that the procedures are updated and followed systematically. The updating process should include the assignment of specific oversight responsibilities to district Management Information Services. Improving this process should assist in ensuring that dropout statistics more accurately represent the actual situation.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent directs the associate superintendent for Curriculum and School Support and the director of Testing to develop updated procedures for reporting secondary dropout information.	July 2000
2.	The associate superintendent for Curriculum and School Support contacts the Texas School Boards Association Policy Development Service to obtain copies of procedures options that they may have on file.	August 2000
3.	The associate superintendent for Curriculum and School Support, the director of Testing and the administrative officer of the Planning and Change Department develop and enforce updated procedures for reporting secondary dropout information.	September 2000
4.	The procedures are sent to the superintendent for review and approval.	October 2000

**FISCAL IMPACT**

This recommendation could be implemented using existing resources.

# Chapter 2

## EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASURES

### SPECIAL PROGRAMS - PART 2

#### FINDING

SAISD's main alternative education special schools include Adelante Academy, Alamo Achievement Center, Gonzales Achievement Center, Navarro Achievement Center and Pickett Academy. These alternative schools are overseen by the respective area executive directors for the area in which they are located.

The Adelante Academy is designed for students who have dropped out of school and who choose to re-enter through this program. Students enrolled at Adelante can complete their graduation requirements and gain assistance with employment placement.

In 1998-99, the Juvenile Detention Center served 2,227 students. Since the center is located within SAISD boundaries, all students detained are added to the district's average daily attendance (ADA). All academic services are in the category of alternative education and follow the policies and procedures established in the state's *Alternative Education Accountability Manual*.

The Healy Murphy Center, a private, TEA-certified alternative high school accredited by the Southern Association of Colleges and Universities, serves young mothers and other students who have displayed various academic and behavioral difficulties in school. Historically, Healy Murphy was established to provide an education for African American youths denied access to the regular school system. Services provided by the center include infant and childcare for young mothers as well as offering classes in parenting. Its curriculum consists of core subject areas and the classes are structured for self-paced learning. Although students may be admitted from any school district in the city of San Antonio, SAISD is the only district that has an official agreement with the center to provide educational services. Services provided by Healy Murphy Center include counseling and social services through outside referrals.

**Exhibit 2-24** lists the alternative education sites and programs available to SAISD students, the numbers of teachers involved and the total number of students at each of the sites.

**Exhibit 2-24**  
**San Antonio Independent School District**  
**Special Campuses and Programs by Campus, Number of Teachers**  
**and Number of Students**  
**1998-99**

<b>Campus Site</b>	<b>Type of Campus 1998-99</b>	<b>Number of Teachers</b>	<b>Total Number of Students</b>
Adelante Academy	Alternative Education	6	167
St. Philip's - Project Phoenix <sup>1</sup>	Alternative Education	4	115
Boys Town	Neglected Site	1	168
Bexar County Juvenile Detention	Delinquent Site	9	1,919
Healy Murphy	Alternative Education	7	211
The Bridge	Neglected Site	1	329
Hope Learning Center	Neglected Site	1	109
Children's Shelter	Neglected Site	2	113
St. Peter-St. Joseph's <sup>2</sup>	Neglected Site	0	70
Seton Home <sup>2</sup>	Neglected Site	0	30
Salvation Army	Neglected Site	1	21
Pickett Academy	Alternative Education	7	204
Navarro Achievement Center	Special Education	20	402
Alamo Achievement Center	Alternative Education	12	83
Gonzales Achievement Center	Alternative Education	7	129
JJAEP <sup>3</sup>	Alternative Education	0	80
Homebound <sup>4</sup>	Special Education	4	10
Santa Rosa Hospital	Special Education	1	49

SW Mental Health Center	Special Education	4	127
Seidel Learning Center	Special Education	3	92
SA State School <sup>5</sup>	Special Education	0	0

Source: SAISD Division of Curriculum and School Support, 2000.

<sup>0</sup>Enrollment totals are from the *Attendance Statistical Report*, June, 1999.

<sup>1</sup>Project Phoenix students are included in their home campus membership.

<sup>2</sup>These are residential programs; the students are enrolled in regular SAISD schools.

<sup>3</sup>SAISD does not provide teachers to the Bexar County Juvenile Justice Academy.

<sup>4</sup>Most homebound students are enrolled in their home schools; contract teachers are also used.

<sup>5</sup>Contracted services were used to provide services for this student.

\*These two programs are residential programs for SAISD students who are attending regular school.

Individual schools make the decision to place potential dropouts in various alternative programs or classes. In the past five years, the district has increased the number of programs it offers to serve at-risk students.

**Exhibit 2-25** shows the types of dropout prevention programs SAISD offers at the elementary, middle and high school levels. The district has indicated that a factor contributing to the decline in its dropout rate may be the additional alternatives for potential dropout students it has added over the past five years.

**Exhibit 2-25**  
**San Antonio Independent School District**  
**Programs for At-Risk Students/Dropout Education**

<i>Elementary:</i>
--------------------

Early Literacy Intervention Plan  
Class-Size Reduction Grant Initiative  
After School Challenge Program  
Mentor Program  
After School Prime Time YMCA Program  
Partnership 2000  
Rigorous Academics Across the Curriculum  
Extended Year Program

***Middle:***

Literacy for Adolescents (Pilot Projects-Four Schools)  
DARE Program  
After-School Middle School Initiative-Extended Day  
Mentor Program  
Partnership 2000  
Emerging Scholars Program  
Magnet Programs (Five Schools)  
Rigorous Academics Across the Curriculum  
Extended Year Program

***High:***

High School Redesign Initiative (Small Caring Communities of Learners)  
AVID Program  
Grade 9 Transition Classes (Two High Schools)  
Magnet Programs  
Mentorships  
Project Phoenix  
Individual Conferences with Principals Prior to Withdrawal  
Extended Year Program

*Source: SAISD, Division of Curriculum and School Support, 1999.*

While the district has added more dropout programs, however, their overall coordination is ineffective. The SAISD *Dropout Prevention Action Plan* has not been updated since 1996. While the plan identifies specific strategies, it does not include timelines for accomplishing the strategies or processes for monitoring the progress of the plan. The plan, furthermore, is unknown to many teachers, principals and even central office staff. The employee who had been in charge of oversight of the plan has left the district and at the time of TSPR's site visit, no central office employee was in charge of overseeing the implementation and monitoring of the plan or programs.

Thus, individual departments and schools have been operating various dropout prevention programs without a districtwide strategic plan to serve as a basis for program decisions. This has caused the programs to run in isolation with no solid coordination.

TSPR survey results indicate that the dropout programs need to be improved. Thirty-six percent of the teachers surveyed either "strongly disagree" or "disagree" that the district's dropout prevention programs are effective.

**Recommendation 38:**

**Update the SAISD Dropout Prevention Plan and include an oversight provision to ensure that all elements of the plan are integrated with one another.**

The oversight responsibility should be assigned to the associated superintendent for Curriculum and School Support to ensure that all dropout prevention programs are integrated and coordinated as an overall, effective strategy for the district. The district also should place the plan on the district's Web site. Effective monitoring should include the systematic collection of data to guide future updates.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The associate superintendent for Curriculum and School Support assigns a committee composed of representatives of principals, an area executive director and curriculum professionals to update the dropout prevention plan.	July 2000
2.	The appointed committee prepares the updated plan and submits to the associate superintendent for Curriculum and School Support for review, amending and approval.	September 2000
3.	The associate superintendent for Curriculum and School Support submits the plan to the superintendent for review and approval.	October 2000
4.	The associate superintendent for Curriculum and School Support directs the implementation of the plan and monitors the plan for progress and periodic updates.	December 2000

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

*Limited English Proficiency(LEP)/English as a Second Language (ESL)*

The goal of SAISD bilingual program-commonly called the Estrellas Program-is to "implement a well-articulated, enriched curriculum in multiple languages to add value to each student's ability to compete in the global, technologically-oriented economy of the twenty-first century."

Features of the Estrellas Program include the following:

- Since 1996-97, elementary bilingual teachers have been required to demonstrate an acceptable level of proficiency in Spanish before receiving the bilingual stipend.
- Each elementary school with a bilingual program has a bilingual lead teacher who provides staff training and serves as the direct link between the central office and the schools.
- Through the use of Title VII grants, 16 elementary bilingual teachers, two secondary content teachers and three bilingual paraprofessionals have been enrolled in courses leading to a master's or bachelor's degree in bilingual education at the University of Texas at San Antonio.
- The Estrellas Program hosts Saturday mini-conferences to allow staff to network and learn from renowned bilingual/ESL experts.
- The Estrellas Program has multigrade classes and clusters its programs at various schools to facilitate primary language instruction and reduce program costs.
- The Estrellas Program uses professional development evaluations and TAAS results to evaluate and revise the program.

Public forum comments suggested that some believe SAISD's bilingual classes are overcrowded. For both its regular and bilingual education classes, however, the district follows the 22:1 state-mandated ratio for pre-kindergarten through fourth grade classes. When a regular class reaches 23 students, the district splits the class. When there are insufficient numbers of students in a school to maintain separate bilingual classes at distinct grade levels, students are placed together in multigrade classes. The primary advantage of having the multigrade classes is that children do receive instruction in the language; the primary disadvantage voiced by teachers is that teaching the language to two grade levels at the same time is frequently difficult. Since most of the district's bilingual students have transitioned into English by grade 5, the district "mainstreams" bilingual students into English instruction by that time. A total of 7,203 bilingual students are being served in grades pre-k through grade 12.

A common question at TSPR's public forums was: Why are so few students classified as "limited English proficient" (LEP) when there are many Hispanics in San Antonio? In response, the district explains that many Hispanic SAISD students did not grow up speaking Spanish, while



others grew up speaking Tex-Mex, a combination of English and Spanish in a distinct mix.

## **FINDING**

One SAISD bilingual program uses a two-way bilingual immersion approach that combines equal or near-equal numbers of LEP and English-speaking students in the classroom to develop full bilingualism and biliteracy for both groups. All students receive instruction in language arts and content subjects primarily in Spanish in the early grades (K-3). English instruction gradually increases from 10 percent in kindergarten to 50 percent in grade 5. Five elementary schools offer this program- Bonham, Storm, Herff, Brewer and Ball Elementary Schools. The district also has middle-school bilingual programs, but none have used the two-way bilingual immersion approach.

Students enrolled in the program performed demonstrations of their Spanish/English proficiencies at the September 27, 1999 board meeting and several teachers and parents provided testimonials as to the effectiveness of two-way immersion. Test data presented at the board meeting indicate an increase in student achievement for students enrolled in the program.

TSPR's parent survey results assist in confirming the effectiveness of district's bilingual programs. Sixty-two (62 %) percent of the parents reported that the program is effective.

## **COMMENDATION**

**SAISD provides effective bilingual immersion programs at the elementary level.**

## **FINDING**

While SAISD's elementary-level bilingual immersion plan is exemplary, no similar programs exist at the middle-school level. While the district does provide traditional bilingual programs in the middle school, it has not initiated the two-way bilingual model that has shown increased student achievement at the elementary level. Students who have achieved success in the elementary program should have options to continue in the same type of program in secondary school.

### **Recommendation 39:**

**Develop a pilot two-way immersion program at two SAISD middle schools.**

This should provide the data needed to decide whether to extend the program to other middle schools. The pilot projects should be evaluated, and if evaluation results warrant continuation of the program, the district should continue to add the program in other middle schools.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The associate superintendent for Curriculum and School Support asks the area executive directors, the bilingual curriculum staff and key elementary curriculum staff (in schools that have the program) to meet with middle school principals to describe the program's advantages.	September 2000
2.	The area executive directors compile a list of middle schools with an interest in the program and provide the list to the associate superintendent for Curriculum and School Support.	October 2000
3.	The associate superintendent for Curriculum and School Support, in collaboration with selected staff, determine a follow-up course of action and ensure implementation of the pilot program.	November 2000

**FISCAL IMPACT**

This pilot program's cost would be limited to the cost of materials, such as books, workbooks and other resource materials. Materials would cost \$7,000 per grade level with the total cost based upon two schools' participation, each with three grade levels. The cost is calculated as 2 x 3 x \$7,000 for a total of \$42,000 for the first year. No cost would occur in the following years.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Develop a pilot two-way immersion program in two SAISD middle schools	(\$42,000)	\$0	\$0	\$0	\$0

***Gifted and Talented Programs***

A director of Advanced Academic Services who reports directly to the associate superintendent for Curriculum and School Support coordinates SAISD's gifted and talented program services. The department is staffed with a director, two teacher specialists and a clerk. (Two other teacher specialist positions in the Gifted and Talented Department were eliminated in 1999.) In SAISD, more than 870 teachers provide services to gifted and talented students.

Gifted and talented programs are available to all qualifying SAISD students. Identification procedures follow State Board of Education rules and district policies and include a three-step process that involves nomination, screening and selection. Various procedures concern transfer students, furloughs, exiting, appeals and reassessments. A teacher, parent, peer or the student him- or herself may nominate a child for program membership. Grades 5 through 11 students may be nominated specifically for the areas of language arts, mathematics, science or social studies. The selection process considers personal characteristics, including learning styles and special interests; mediating factors including physical, visual, auditory, emotional, environmental and language considerations; and anecdotal comments. The assessment includes teacher checklists, parent checklists and student products, which may include artwork, performance in music or other performing arts, as well as results from both achievement and aptitude tests. These criteria are designed to meet the special needs of underrepresented groups who make up 98 percent of the district's student population.

The district can furnish parent checklists in Spanish, administer tests in Spanish and provide abilities tests for K-2 by using the nonverbal Raven Coulered Progressive and Raven Standard Progressive Matrices tests. For achievement tests they may use the Aprenda Spanish Achievement Test for grades 1-3 and the Spanish TAAS for grades 4-9.

## **FINDING**

Selected elementary and middle school teachers, counselors, assistant administrators or instructional guides in each school are used for the gifted and talented student identification process. Up to eight days of substitute teachers are provided to allow for elementary teacher participation and up to six days for middle and high school teachers. While this procedure ensures that teachers provide maximum input in the selection process, it also interrupts the regular instructional program.

### **Recommendation 40:**

**Eliminate the practice of removing teachers from their regular instructional responsibilities to assist in the identification of gifted and talented students.**

This should improve the consistency of regular instructional programs by reducing the number of days teachers are absent from their students. Teachers should be able to continue to provide input into the gifted and talented selection process by completing brief informational forms or checklists on referred students. The superintendent already has instructed the associate superintendent for Curriculum and School Support to

identify ways to reduce the use of substitute teachers and this recommendation should assist in meeting that request.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The associate superintendent for Curriculum and School Support directs the director of Advanced Academics and area executive directors to work with principals to cease the practice of removing teachers from their regular classes to identify gifted and talented students.	September 2000
2.	The area executive directors direct the principals to assign these identification responsibilities to guidance personnel.	October 2000
3.	The director of Advanced Academics monitors the identification of gifted and talented students.	October 2000 and Ongoing

**FISCAL IMPACT**

The district budgeted \$39,779 for substitute teachers to replace regular classroom teachers pulled out of the classroom to assist with identifying gifted and talented students in 1999-2000. This recommendation would save the district at least \$39,779 annually. The total savings for five years would be \$198,895.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Eliminate the practice of assigning teachers from their regular instructional responsibilities to assist in the identification of gifted and talented students	\$39,779	\$39,779	\$39,779	\$39,779	\$39,779

**FINDING**

The state requires 30 hours of specialized training for gifted and talented teachers and the district allocates about 500 substitute-teacher days for this purpose. Specialized training for the teachers of the gifted and talented generally occurs during the regular instructional year.

**Recommendation 41:**

**Schedule teachers to attend gifted and talented training during the days designated for professional development.**

This should contribute to increased instructional continuity in the classroom. Training should be provided after the students' instructional day, on days allocated for training, or, in the absence of these opportunities, on the board-approved early dismissal days, since this training is state-mandated. This recommendation would complement the superintendent's directive to the associate superintendent for Curriculum and School Support and area executive directors to minimize the number of substitute teachers used for covering instructional responsibilities.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The associate superintendent for Curriculum and School Support instructs the director of Advanced Academics and area executive directors to work with principals to reschedule training.	September 2000
2.	The director of Advanced Academics, area executive directors and principals revise the training schedule.	October 2000
3.	The associate superintendent for Curriculum and School Support approves the revised schedule.	October 2000
4.	The director of Advanced Academics eliminates the use of substitute teacher days.	November 2000

### **FISCAL IMPACT**

This recommendation would save the district about \$36,000 per year. This savings is based upon up to 500 substitute-teacher days at an average cost of \$72 per day (an average of the three substitute pay grades of \$85, \$70 and \$50 per day). Although this recommendation assumes the elimination of substitute days by November 2000, the savings were not prorated because the training can be delayed until the first scheduled non-teaching duty day following November 1, 2000.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Schedule teachers to attend gifted and talented training during the days designated for professional development..	\$36,000	\$36,000	\$36,000	\$36,000	\$36,000

### ***Federal Programs/Compensatory Education***

Federal and compensatory programs are under the supervision of the director of Federal Programs, who reports to the associate superintendent for Curriculum and School Support. The Federal Programs Department is

staffed with three professionals, one non-degreed professional and six paraprofessional and clerical positions. These include a director, budget manager, program analyst, a migrant recruiter assigned responsibilities in assisting in the identification of migrant students, five clerks and one secretary. Since 1995, the department has eliminated eight positions including one clerk and seven professionals.

SAISD's Federal Programs Department helps schools, departments and staff coordinate their program goals for special-needs populations. Responsibilities include five major categories of services involving:

- budgets, amendments and expenditures reports;
- federal entitlements;
- personnel allocations;
- program performance reports; and
- services for non-public and neglected institutions (these are services to eligible students enrolled in or assigned to private schools and other institutions such as juvenile detention centers).

Federal entitlements have a significant impact upon schools in eight program areas. These entitlements are:

- Title I, funding schoolwide programs in all 94 schools.
- Title II, funding the Eisenhower Professional Development Program.
- Title IV, supporting Safe and Drug Free Schools.
- Title VI, funding Innovative Educational Practices with support for a magnet International Baccalaureate Program.
- Migrant Education, including dental and vision services, school supplies and uniforms and a summer instructional program involving the use of assigned teachers and distant learning.
- Impact aid to assist schools that have significant enrollment resulting from a military installation or other federally established activity. Delinquent Program.
- State Compensatory Education Program.
- Assistance to non-public schools through the non-public component (this is the term applied to private and parochial schools), of Titles I and II, IV and VI.

The Federal Programs Department operates under a well-organized and concisely stated action plan that is current, provides for specific outcomes and related deadlines, assigns responsibilities and specifies acceptable evaluation processes. These guidelines include specific provisions prohibiting the use of federal funds (supplanting) to provide services that the district normally provides through other sources.

During district budget-cutting activity in 1998-99, recommendations were prepared that could have replaced certain district funds with federal dollars. Attempts to use federal Title IV funds to continue the locally funded DARE program and a move to support the New American Schools designs by supplanting with federal funds was appropriately halted by the director of Federal Programs. TSPR could not identify any instances of supplanting. Title I funds are allocated based on the number of low-income students enrolled in each school. This determination is based on the number of students qualifying for free and reduced-price lunches. SAISD is a universal feeding district and provides all students with free meals since more than 75 percent of the families meet the federal guidelines for eligibility. In identifying all schools in the district as Title I, the district is able to assure parents that educational opportunities are equalized among all schools. This means that federal funding does not give one school an undue advantage over another within the district.

## **FINDING**

Title I is a federal program that provides ancillary support services for students needing extra assistance in reaching academic and social goals. The children the program serves reside in areas with high concentrations of low income families; An identified school can receive Title I services when the area's levels of economic deprivation exceeds the county average. The federal government provides funds for the programs. These funds are in addition to all other funding received by the district and the federal funds may not supplant existing funds (Federal funds may not be used to provide services or materials that are already provided from other fund sources). All SAISD schools have been categorized as school wide Title I programs. Each school receives an additional allocation of funds for services and instructional materials from federal funds. All schools categorized as school wide Title I may, depending on the availability of funds, receive additional instructional, instructional support and or educational aids positions from Title I funds.

## **COMMENDATION**

**The district has established all 94 schools as school wide Title I programs.**

## **FINDING**

The Federal Programs Department has led the establishment of a collaborative relationship among the San Antonio-area school districts for the purpose of providing and administering services to eligible non-public students enrolled in private and parochial schools. Throughout the Region 20 service area, all 14 area districts offer various programs to 22 non-

public schools under one umbrella. This organizational pattern has been identified as one of the best three programs in the country by the federal government, and the model has been presented at the national level. There are non-public components providing services to students enrolled in private or parochial schools with Title I, II, IV and VI funds.

## **COMMENDATION**

**SAISD has provided leadership in creating cooperative agreements among the 14 San Antonio area school districts to serve non-public students and reduce the cost of administering programs.**

## **FINDING**

In 1998, 1,208 of 1,532 students eligible for benefits from federal Migrant Education Grants to Local Agencies were served in summer/intersession programs. Dental and vision services, school supplies and two uniforms, bus passes, tutoring for evening schools, youth leadership and home instruction are available to migrant students. The centerpiece of this effort is a project that provides home instruction once weekly by a certified teacher, supplemented by distance learning technology. Each family is loaned the necessary video equipment and network connections to facilitate distance instruction. In summer 2000, a teacher will be assigned to visit each student at home to provide a tailored program of studies. In 1999-2000, each teacher will be relieved for at least one week during the summer by a relief teacher trained for this purpose.

## **COMMENDATION**

**During the summer, the district provides migrant students with at-home weekly instruction by qualified teachers supported with distance-learning technology as a creative alternative to enrolling students in traditional summer school programs.**

### ***Extracurricular Programs***

One of the publicized features of the Texas 1984 Public Education Reform Act was the "no pass-no play" provision, which established a policy limiting student absences permitted for extracurricular activities. In 1996, the State Board of Education expanded the rule to permit five additional absences for post-district competition and two more for state competition.

The 1999 Legislature's House Bill 3573 authorizes school districts to adopt local policy "establishing the number of times a student who is otherwise eligible to participate... may be absent from class to participate in an extracurricular activity sponsored or sanctioned by the district or the



University Interscholastic League (UIL) or by an organization sanctioned by resolution of the Board of Trustees of the District." Such a policy "must permit a student to be absent from class at least ten times during the school year."

## **FINDING**

SAISD offers a full range of extracurricular activities and programs for its students. Countywide coordination of the eight high schools and 17 middle schools' athletic programs is under the supervision of a director of Athletics who reports to the area executive director of the Burbank-Jefferson Learning Community. Four coordinators for boys' athletics, girls' athletics, athletic training and aquatics support the director of Athletics. The staff also includes a girls' assistant, middle school program teacher specialist, stadium manager and two clerical positions. Each participating school receives a schedule of athletic supplements to provide compensation to the coaches of sports and a trainer position. These include football, basketball, soccer, baseball, softball, track, wrestling, swimming and other approved activities SAISD is conducting an extensive internal Title IX review of all practices related equity between boys and girls sports. This review was spurred by a complaint concerning girls' athletics. As a result, this report does not present comments regarding compliance with federal Title IX requirements.

The department is responsible for all facilities oversight, budgeting, contest scheduling, training and ensuring that all student eligibility requirements are met. A ground crew assigned to the department maintains grounds of athletic facilities.

The department generated more than \$300,000 in revenue in 1998-99 through the rental of athletic facilities.

## **COMMENDATION**

**The district has maximized its revenue potential through contracts with private companies and the rental of athletic facilities.**

## **FINDING**

In 1984 and 1996, the Texas Legislature passed laws establishing the maximum number of days a student may be absent due to participation in extracurricular activities. The UIL Legislative Council strongly encourages districts to adhere to the limitations that stood prior to the 1999 passage of House Bill 3573, which liberalizes earlier requirements. The TASB Policy Service has developed a worksheet reflecting some of the many possible options allowable. To date, SAISD has not assessed its

pattern of absences for extracurricular activities or revised its current policy, which reflects the 1996 law.

**Recommendation 42:**

**Assess the pattern of student absences for SAISD extracurricular activities and determine whether a greater number of days should be permitted.**

A comprehensive analysis of student absences permitted for participation in extracurricular activities should support a determination as to whether an adequate number of absences are being permitted. Students attending secondary schools with large enrollments must compete with schools that often are located many miles from San Antonio, a situation involving lengthy travel times. These travel times may create a need for absences from school in excess of the present authorized provisions.

This matter can be further complicated for students participating in multiple activities. This recommendation should assure the administration, Board of Trustees, students and parents that adequate provisions are being made to accommodate necessary absences due to participation in extracurricular activities.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The associate superintendent for Curriculum and School Support requests that the director of Athletics analyze the number and pattern of student absences for participation in extracurricular activities.	July 2000
2.	The director of Athletics analyzes the number and pattern of student absences for participation in extracurricular activities and prepares a policy recommendation for review and approval by the associate superintendent for Curriculum and School Support, the superintendent and the board.	August 2000
3.	The board adopts the policy.	October 2000

**FISCAL IMPACT**

This recommendation could be implemented at no cost to the district.



Grade 3									
District	64.4	73.5	9.1	57.9	69.1	11.2			
Region 20	77.3	84.9	7.6	70.7	79.1	8.4			
State	83.7	88.0	4.3	78.2	83.1	4.9			
Grade 4									
District	69.9	74.8	4.9	63.5	74.9	11.4	73.5	79.0	5.5
Region 20	82.0	85.5	3.5	76.2	84.4	8.2	82.3	86.9	4.6
State	86.7	88.8	2.1	82.7	87.6	4.9	85.5	88.4	2.9
Grade 5									
District	70.6	73.5	2.9	70.9	81.1	10.2			
Region 20	80.6	84.0	3.4	81.7	88.6	6.9			
State	85.0	86.4	1.4	85.9	90.1	4.2			
Grade 6									
District	63.0	69.3	6.3	60.1	72.3	12.2			
Region 20	77.2	81.1	3.9	75.5	82.2	6.7			
State	82.2	84.9	2.7	82.3	86.9	4.6			
Grade 7									
District	63.5	69.2	5.7	57.3	69.3	12.0			
Region 20	78.3	80.3	2.0	74.1	80.8	6.7			
State	82.2	83.6	1.4	79.9	84.9	5.0			
Grade 8									
District	65.8	76.0	10.2	58.2	71.7	13.5	65.0	77.5	12.5
Region 20	78.2	85.9	7.7	74.1	83.0	8.9	75.7	84.5	8.8
State	81.8	88.2	6.4	80.0	86.3	6.3	80.0	85.7	5.7
Grade 10									
District	76.0	79.1	3.1	58.2	67.6	9.4	78.6	83.4	4.8

Region 20	84.9	87.7	2.8	70.9	78.8	7.9	85.8	90.0	4.2
State	86.0	88.8	2.8	75.6	81.6	6.0	87.4	90.6	3.2
All Grades									
District	66.6	73.2	6.6	60.7	72.4	11.7	71.9	79.8	7.9
Region 20	79.4	83.9	4.5	74.7	82.4	7.7	81.0	87.0	6.0
State	83.3	86.5	3.2	80.4	85.7	5.3	84.2	88.2	4.0

*Source: Texas Education Agency, 1999.*

The district has placed an increased emphasis on these problem areas through a number of curriculum strategies in various schools.

**Exhibit 2-27** compares SAISD's SAT/ACT scores with the five peer districts, the state average and Region 20. SAISD has the lowest SAT and ACT average scores among its peer districts.

**Exhibit 2-27**  
**SAT/ACT Scores in Peer Districts,**  
**SAISD, State and Region 20**  
**Class of 1998**

<b>District</b>	<b>Percent Tested</b>	<b>Percent at or Above 1000</b>	<b>SAT Average Score</b>	<b>ACT Average Score</b>
Austin ISD	62.6%	42.6%	1,063	21.4
Corpus Christi ISD	60.2%	24.8%	985	19.4
El Paso ISD	57.2%	20.8%	950	20.7
Ft. Worth ISD	56.2%	23.4%	951	18.8
<b>San Antonio ISD</b>	<b>58.6%</b>	<b>6.0%</b>	<b>818</b>	<b>17.0</b>
Ysleta ISD	59.6%	8.7%	864	18.9
Region 20	65.9%	22.2%	952	19.5
State	61.7%	27.2%	992	20.3

*Source: Texas Education Agency, 1999.*

## **FINDING**

SAISD has assigned responsibilities for collecting, sorting and analyzing all of the district's test data in a fragmented fashion. The director of Testing oversees all statewide testing, all LEP assessments and achievement testing for gifted and talented students. The director of Guidance and Counseling oversees ACT testing while the director of Advance Academic Support oversees the SAT testing. The director of Testing sends the schools the data they need; however, the director of Testing does not help schools analyze test results. The associate superintendent for Curriculum and School Support Department and the instructional guides provide this service.

### **Recommendation 43:**

#### **Coordinate the planning, training, distribution and monitoring of all district-administered tests.**

Coordination of all test functions by the proposed Research, Testing and Evaluation Department should eliminate the existing fragmentation and produce information that can be used to revise curriculum guides and develop instructional programs for improving student performance on tests.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The associate superintendent for Curriculum and School Support makes research, testing and evaluation staff responsible for ensuring testing coordination.	July 2000
2.	The staff develops a plan for the coordination of planning, training, distributing and monitoring functions related to district-administered tests and submits it to the associate superintendent for Curriculum and School Support for review, amending and approval.	November 2000
3.	The associate superintendent for Curriculum and School Support reviews amends and approves the plan.	December 2000
4.	The director of Testing implements the plan and monitors subsequent activity.	January 2001 and Ongoing

## **FISCAL IMPACT**

This recommendation could be implemented at no cost to the district.

## **FINDING**

SAISD does not have a test-taking strategies and techniques guide for its teachers, counselors or instructional guides; such a guide can be used to assist students in improving their test scores. Moreover, the district's teachers have not been trained in the teaching of test-taking skills. Given the district's low TAAS, SAT and ACT scores in SAISD, regular instruction should include tips on test-taking strategies.

**Recommendation 44:**

**Develop and use a test-taking strategies guide.**

A guide containing proven test taking-strategies and techniques should contribute to improved student performance on the TAAS.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The associate superintendent for Curriculum and School Support directs the area executive director for Student and Community Services, in collaboration with the Testing Department, to develop the guide.	September 2000
2.	The area executive director for Student and Community Services, in collaboration with the Testing Department, develop the guide and distribute it to all schools for use by teachers.	November 2000
3.	The area executive director for Student and Community Services and the Testing Department evaluate the effectiveness of the guide.	January 2001 and Ongoing

**FISCAL IMPACT**

A master guide could be produced in a loose-leaf binder with copies distributed on either CD-ROM or diskettes to each school and appropriate district personnel for \$10 per CD-ROM or diskette and \$120 for the master loose-leaf copy. Ninety-four schools and about 30 district personnel should receive copies for a cost of \$1,240 for CD-ROMs or diskettes plus \$120 for the master or \$1,360 in all.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Develop a test-taking strategies guide.	(\$1,360)	\$0	\$0	\$0	\$0

# Chapter 4

## PERSONNEL MANAGEMENT

### EMPLOYEE COMPENSATION

Competitive salaries and employee benefits, such as retirement and health benefits, are essential to attracting and retaining highly qualified and competent professional and support staff. District employees should be treated equitably and understand how their salary is determined.

The purpose of the SAISD compensation structure, as stated in the district's Compensation Plan, is to:

*...attract, motivate and retain the high quality of personnel needed to accomplish the objectives of the District and to fulfill its mission while assuring District patrons and taxpayers that payroll dollars are being used responsibly and effectively.*

SAISD's Compensation Plan defines specific parameters (minimums, maximums and midpoints) for nine pay classifications with the exception of the pay schedule for teachers. The classifications include:

- Classification A and B - administrative positions such as assistant/associate superintendents, directors, administrative officers, coordinators, accountants, analyst, supervisors, managers and technicians;
- Classification C - professional positions involved directly with students - teachers, librarians, counselors, nurses, instructional guides, trainers, coordinators and education facilitators and specialists;
- Classification D - paraprofessionals;
- Classification E - educational assistants such as licensed vocational nurses, community liaison/level II, library assistant, special education assistants;
- Classification G - food service workers;
- Classification H - plant operations such as foreman, journeymen, apprentices;
- Classification I - custodial; and
- Classification J - transportation.

New hires are placed at the minimum of the salary range for the position. Additional credit is given for experience, but documentation must be provided and must be approved by the supervisor who makes the recommendation to hire and the executive director of Human Resources.



A Compensation Plan is prepared and published each school year. The Compensation Plan includes not only the salary amounts for each series of position classifications, but details administrative pay rules, reporting and duty days, schedule of supplements, salary increases for employees and an index of district positions.

Counselors, nurses, librarians and classroom teachers were each affected by Senate Bill 4, which was enacted by the 1999 Legislature. The bill provided an additional \$3,000 to the salary that these employees earned in 1998-99. Certain criteria were established by Senate Bill 4 for these employees to become eligible for the \$3,000 increase. For example, classroom teachers must provide direct instruction to students an average of a minimum of 220 minutes per day within the established instructional day, be recognized as the teacher of record and must assign grades. Those teachers not meeting the eligibility requirements were moved to another schedule for teachers as appropriate for the teacher's degree level. A beginning teacher with a bachelor's degree earns an annual salary of \$26,649, rather than the \$29,649 a beginning teacher earns if he/she meets the eligibility requirement.

The district participates in the Texas Association of School Board Salary Survey. Participation in this survey and surveys of neighboring and Texas urban school districts provides the district comparison data to determine if SAISD salaries are competitive with other districts. An annual report is produced by SAISD of salary comparisons with local and urban school districts.

**FINDING**

**Exhibit 4-15** provides the salary of teachers with varying years of experience for the past three school years and the current school year. The figures shown for 1999-2000 are the salaries of teachers meeting the eligibility requirements of Senate Bill 4.

Teachers with varying years of experience received pay increases in 1998-99 from 8.4 percent to 10.6 percent and over the past year anywhere from 6.6 percent to 10.3 percent.

**Exhibit 4-15**  
**San Antonio Independent School District**  
**Teacher Salaries (Bachelor's Degree)**  
**With Varying Years of Experience**  
**1996-97 through 1999-2000 School Years**

Years of	1996-97	1997-98	1998-99	1999-2000
----------	---------	---------	---------	-----------

Experience	\$	\$	% Increase	\$	% Increase	\$	% Increase
0	\$26,199	\$26,500	1.1%	\$29,000	9.4%	\$32,000	10.3%
5	\$28,487	\$29,481	3.5%	\$31,944	8.4%	\$34,945	9.4%
10	\$31,800	\$32,462	2.1%	\$35,241	8.6%	\$38,241	8.5%
20	\$37,828	\$38,425	1.6%	\$41,835	8.9%	\$44,836	7.2%
28+	\$39,789	\$40,810	2.6%	\$45,132	10.6%	\$48,133	6.6%

Source: SAISD Compensation Plan, 1996-97, 1997-98 and 1998-99.

Average salaries for all professional levels of staff in SAISD and the peer districts are shown in **Exhibit 4-16**. SAISD professional staff have higher average salaries than any of the peer districts for teachers, professional support and campus administrators. SAISD central administrators' average pay, on the other hand, extends from \$8,300 to \$4,166 less than central administrators in Corpus Christi, El Paso and Fort Worth ISDs. Austin ISD's central administrators salaries are about \$795 less than SAISD with Ysleta ISD's administrators earning approximately \$8,733 less.

**Exhibit 4-16**  
**San Antonio School District**  
**Average Salaries for Professional Staff Levels**  
**SAISD and Peer Districts**  
**1998-99 School Year**

LEVEL	AISD	CCISD	EPISD	FWISD	SAISD	YISD
Teacher	\$35,752	\$36,303	\$35,035	\$36,621	<b>\$42,001</b>	\$34,617
Professional Support	\$43,257	\$43,031	\$42,604	\$42,579	<b>\$45,019</b>	\$41,820
Campus Administration	\$51,900	\$51,309	\$50,543	\$55,145	<b>\$58,275</b>	\$56,510
Central Administration	\$66,176	\$75,273	\$71,139	\$74,139	<b>\$66,973</b>	\$58,240

Source: Public Education Information Management System (PEIMS), Texas Education Agency, 1998-99.

**Exhibit 4-17** shows the minimum and maximum annual salaries for a representative selection of paraprofessional and classified employees, compared to the same positions in the neighboring districts of Edgewood (EISD), Northeast (NEISD), Northside (NISD) and Southside (SSISD) Independent School Districts.

**Exhibit 4-17**  
**San Antonio Independent School District**  
**Minimum And Maximum Hourly Wages**  
**Paraprofessional and Auxiliary (Classified) Staff In Neighboring**  
**Independent School Districts**  
**1998-99 School Year**

Position	EISD		NEISD		NISD		SAISD		SSISD	
	Min	Max	Min	Max	Min	Max	Min	Max	Min	Max
High School Secretary	\$9.89	\$16.84	\$11.29	\$17.05	\$10.69	\$17.08	<b>\$10.64</b>	<b>\$15.96</b>	\$9.07	\$13.05
Data Processing Clerk	\$8.69	\$14.80	\$10.26	\$15.49	\$8.68	\$13.86	<b>\$9.32</b>	<b>\$13.99</b>	\$7.36	\$10.60
Clerk I	\$6.72	\$11.44	\$7.81	\$11.45	\$7.04	\$11.25	<b>\$8.54</b>	<b>\$12.81</b>	\$6.63	\$9.55
Food Service Cook	\$6.42	\$9.23	N/A	N/A	N/A	N/A	<b>\$7.29</b>	<b>\$10.94</b>	N/A	N/A
Food Service Assistant	\$5.48	\$7.89	\$7.15	\$9.72	\$6.25	\$9.00	<b>\$6.39</b>	<b>\$9.58</b>	\$5.30	\$7.96
Plant Services Foreman	\$12.73	\$19.09	\$13.55	\$19.03	\$17.15	\$24.68	<b>\$13.55</b>	<b>\$20.33</b>	N/A	N/A
Plant Services Painter	\$7.51	\$10.80	\$9.92	\$13.47	\$9.01	\$11.28	<b>\$10.90</b>	<b>\$16.35</b>	N/A	N/A
Middle School Head Custodian	\$6.42	\$9.23	\$9.92	\$13.47	\$10.30	\$12.36	<b>\$8.32</b>	<b>\$12.48</b>	\$6.17	\$10.70
Custodian	\$5.48	\$7.89	\$7.15	\$9.72	\$6.44	\$8.91	<b>\$6.67</b>	<b>\$10.01</b>	\$5.30	\$7.96
Transportation Bus Drivers	\$7.51	\$10.80	\$8.41	\$11.47	\$8.00	\$11.52	<b>\$7.50</b>	<b>\$11.25</b>	\$7.14	\$10.70

*Source: Human Resources, Salary Comparisons, 1998-99.*

When comparing SAISD minimum clerical/secretarial staff hourly wages with neighboring school districts, high school secretaries in SAISD, NEISD and NISD are earning over \$10 per hour. Similarly, EISD and SSISD had salaries of \$9.89 and \$9.07, respectively. SAISD pays higher beginning hourly wages for both type of clerks shown than any of the other districts with the exception of NEISD, which pay its data processing clerks \$10.26 compared to SAISD's \$9.32.

SAISD cooks and assistants are earning more per hour than in EISD (hourly wages were not available for the other districts) - 87 cents more than EISD for cooks and 91 cents more for assistants.

A plant service foreman in SAISD earns a minimum hourly wage (\$13.55), which is higher than any of the plant service foremen in other districts with the exception of NISD whose foremen make \$3.60 more an hour than SAISD. SAISD painters all earn a higher minimum hourly wage (\$10.90) than any other district. Maximum salaries for both a foreman and painter (\$20.33 and \$16.35, respectively) are higher than in any of the other districts shown with the exception of a foreman in NISD who earns a maximum hourly wage of \$4.35 more than a SAISD foreman.

Custodians in SAISD are also earning a minimum hourly rate (\$6.67) higher than any other school district with the exception of NEISD whose custodians earn \$7.15 per hour. The maximum hourly rates for custodians in SAISD are higher than any district.

The average minimum hourly wage paid to bus drivers in SAISD is \$7.50, which is approximately 91 cents less than the NEISD, which pays a minimum wage of \$8.41 to its bus drivers and about 50 cents less than bus drivers in NISD. Three school districts pay bus drivers a maximum hourly wage of more than \$11 - NISD at \$11.52, NEISD \$11.47 and SAISD \$11.25.

## **COMMENDATION**

**SAISD provides competitive salaries to paraprofessional and auxiliary employees compared to its peer districts.**

# Chapter 2

## EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASURES

### STUDENT SUPPORT SERVICES

Student support services support all areas of child development that will enhance student success in school, including therapy and counseling, social services, parent education, mentoring, parent volunteer programs and conflict resolution.

### FINDING

SAISD offers a variety of student health services. Staffing for the SAISD health clinics at each school is provided by 64 registered nurses (RNs), 22 licensed vocational nurses (LVNs) and 28 health assistants. Each school, with the exception of 17 elementary schools to which licensed vocational nurses are assigned, must have a registered nurse assigned at least one day a week. Health assistants are assigned to supplement the work of RNs and make it possible to provide full-time health coverage at all schools.

The following elements are considered when assigning nursing coverage for each campus:

- the number of students with special needs;
- the degree of impairment of each of the special-needs students;
- total enrollment; and
- special services provided at the campus, such as nurse practitioner clinics.

High schools have five-day-a-week registered nurse coverage supplemented by a health assistant at least three days each week. Two high schools with large special-needs populations have an LVN assigned to work with the registered nurse. Middle schools with enrollments of more than 600 have five-day-a-week RN coverage (supplemented by a health assistant for one or two days weekly for those with 800 or more students). Elementary school coverage may be provided by one registered nurse or one LVN or by one registered nurse and one health assistant alternating between two campuses. Licensed vocational nurses are assigned to elementary campuses with enrollments below 600 students and minimal special needs.

**Exhibit 2-28** shows a list of student health services offered by the district.

**Exhibit 2-28**  
**San Antonio Independent School District**  
**Basic Student Health Services**  
**1999-2000 School Year**

<b>Grade</b>	<b>Service</b>	<b>Grade</b>	<b>Service</b>
PPCD* thru 12	Clinic Visits	PPCD thru 12	Medication Management
PPCD thru 12	Management of Chronic Health Problems	PPCD thru 12	Management of Students with Special Needs
PPCD thru 12	Immunization Program	PPCD thru 12	Health Education Program
PPCD thru 12	Management of Communicable Diseases	PPCD thru 5****	Pediatric Extension Clinics Primary Care/TxHealthSteps
PK or K or 1 and ***	Physical Assessment Program	PPCD, PK, K, 1, 3 and 7	Growth Assessment Screening Program
PPCD, PK, K, 1, 3, 5, 7, 9 and **	Visual Screening Program	PPCD, PK, K, 1, 3, 5, 7, 9 and **	Hearing Screening Program
6, 8 and 9**	Spinal Screening Program	6 thru 12****	Pre-participation Athletic Physical Exam Program
***	Breast Self/Exam Testicular Self-Exam Teaching Program	***	HIV / AIDS Education Program
PPCD, PK, K and 1	Dental Screening Program	PPCD, PK, K and 1	Dental Education Program
PPCD thru 12	Health Counseling	PPCD thru 12	Follow-Up Services

*Source: Student and community Services Department, 2000.*

\*Stands for Preschool Program for Children with Disabilities

\*\*On referral (all grade levels)

\*\*\*Selected Students

In addition, the SAISD provides social workers at various schools. **(Exhibit 2-29)**. SAISD schools either have either a social worker, a campus therapist or a Family/Student Support clerk. Various funding sources are used to pay for SAISD social workers' salaries. Five high school social workers are funded through state compensatory education funds; others are funded through Title I or a written grant from the McKinney homeless education project entitled, "Education for Children and Youth Experiencing Homelessness," which funds three social workers.

**Exhibit 2-29**  
**SAISD Guidance and Counseling Student Support Staff**

<p><b>Counselors</b></p> <p>44 High Schools 40 Middle Schools 69 Elementary Schools</p>
<p><b>Social Workers/Therapists</b></p> <p>8 High Schools 4 Middle Schools 11 Elementary Schools 6 Special Assignments 4 Therapists (2 in Elementary Schools and 2 in Middle Schools)</p>

*Source: SAISD, Division of Curriculum and School Support, 1999.*

Student Support services also include guidance and counseling services. The mission of the SAISD guidance and counseling program is to "provide a comprehensive guidance and counseling program as an essential part of education for the entire district by promoting and enhancing student learning." The program emphasizes the four guidance components of TEA's Guidance Program: guidance curriculum, responsive services, individual planning and student support services. The program uses teams of counselors, social workers and visiting teachers. One to two counselors are allocated to elementary schools, two to three to middle schools and five to six to the high schools. The district has a partnership with the University of Texas Health Science Center for complimentary counseling and related services for students

SAISD's guidance program requires each school to submit a guidance plan based on a schoolwide needs assessment to the director of Guidance and Counseling Department. Each of the four TEA guidance components must be addressed in the plan. The district has placed special emphasis on

providing lessons to students in the areas of safety, sexual harassment awareness, self-confidence awareness, motivation to achieve decision-making, goal-setting, problem-solving, interpersonal effectiveness, communication skills, cross-cultural effectiveness and responsible behavior. Counselors are required to submit to their principals a monthly report of guidance activities; these are signed by the principal and monitored by the director of Guidance and Counseling. The staff of the Guidance and Counseling Department make regular visits to schools to assist in monitoring progress toward their guidance plan goals.

At each school level, the district administers an interest/aptitude inventory to students to assist them in becoming aware of their abilities and interests so that they can make decisions regarding magnet school selection and/or career selections. In addition, the district has a partnership with the University of Texas Health Science Center for student counseling and, each year, the district conducts a District College Night to inform students and their parents about college options.

SAISD employs two models for providing school-based clinics services. One supplies health care services through a community health care agency in a clinic located at a high school. Students enrolled at the high school and its middle and elementary feeder schools are eligible for these services. SAISD provides the space, pays the cost of utilities and provides janitorial services for the clinic. Operational costs, personnel and salaries are paid for by the agency. Students are referred by school nurses, staff or parents and receive immunizations, routine health examinations and other health services. The second model involves using an advanced nurse practitioners who are district employees to provide primary health care at six elementary schools. The nurse practitioners, under the supervision of a medical doctor, are able to deal with wide range of health issues, as well as routine services.

Survey results confirm that SAISD offers effective nurse/clinic services. Sixty-two percent of district administrators and support staff either strongly agree or agree that students have access, when needed, to a school nurse; 94 percent of the principals and 88 percent of the parents agree. Eighty-seven percent of the parents surveyed either strongly agreed or agreed that students have access to a nurse when needed.

## **COMMENDATION**

**SAISD is one of the first districts in the state to provide school-based clinics.**

## **FINDING**



While SAISD has an administrative procedure (F-12) that instructs data clerks on the appropriate transmission of student permanent records from one school to another, school-based data clerks are not adhering to the procedure as it relates to student health records. Many data clerks use a variety of methods to transfer student health records from school to school. The F-12 administrative procedure instructs the data clerks to maintain a log noting where and when a record is sent to another location; all clerks are not following this procedure.

**Recommendation 47:**

**Enforce standards and procedures for the transmission of student health records.**

This should enforce standardized practices controlling the transfer of student health records, ensuring the security and confidentiality of student information.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The associate superintendent for Curriculum and School Support directs the area executive director of Student and Community Services to enforce the district's standards and procedures.	July 2000
2.	The area executive director of Student and Community Services, in collaboration with the area executive directors and representative school-level personnel, ensure that the standards and procedures are enforced.	August - October 2000
3.	The associate superintendent for Curriculum and School Support periodically reviews, amends as is appropriate and approves updated standards and procedures as it relates to the transmission of student health records.	November 2000

**FISCAL IMPACT**

This recommendation could be implemented at no cost to the district.

# Chapter 3

## COMMUNITY INVOLVEMENT

This chapter reviews the San Antonio Independent School District's (SAISD's) communications and community involvement efforts in four sections:

- A. Community and Business Involvement/Volunteer Programs
- B. Organization and Management
- C. District Communications
- D. Parental Involvement

A school district cannot provide quality educational services without building and maintaining effective partnerships with parents, area businesses, civic and faith-based organizations and other concerned citizens. It is imperative for school districts to implement community involvement programs that bring financial resources and community support to its schools. These programs should be carefully planned and staffed. A school district should establish a communications program that informs the public fully, not only about its goals and accomplishments, but also about those areas that need improvement. An effective communications program characterized by full disclosure will build long-term public support for the district.

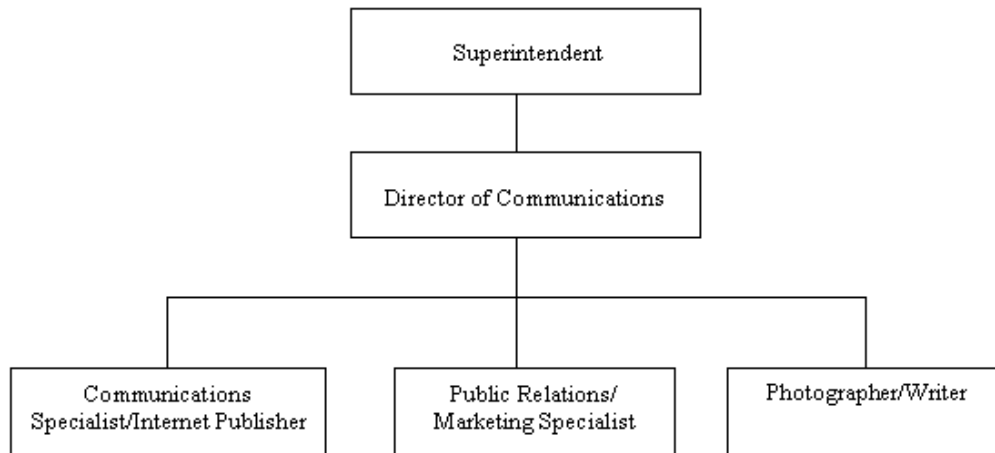
### **BACKGROUND**

SAISD is the second largest school district in what the Greater San Antonio Chamber of Commerce describes as the eighth largest city in the United States. SAISD has an enrollment of 61,112 students of which 84.2 percent are Hispanic, 10.4 percent are African American, and 5.1 percent are Anglo. Eighty-eight (88) percent of SAISD's students are economically disadvantaged.

The City of San Antonio has a population of 1,171,700, of which 36 percent are Anglo, 57 percent are Hispanic and about 7 percent are African American. The population of the Metropolitan Statistical Area (which includes Bexar, Comal, Guadalupe and Wilson Counties) is 1,570,500. Almost 45 percent of the population of the Metropolitan Area are Anglo and 47 percent are Hispanic. Clearly, the student population of SAISD is not only economically disadvantaged, it is much less ethnically diverse than the population of the surrounding area. These factors present special challenges to the district and must be considered in planning its community involvement programs.

SAISD reorganized its community involvement and communications functions in October 1999 and placed them in separate departments. The Communications Office was placed directly under the superintendent as shown in **Exhibit 3-1**. It is headed by a director of Communications.

**Exhibit 3-1**  
**Organization of SAISD Communications Office**  
**1999-2000**

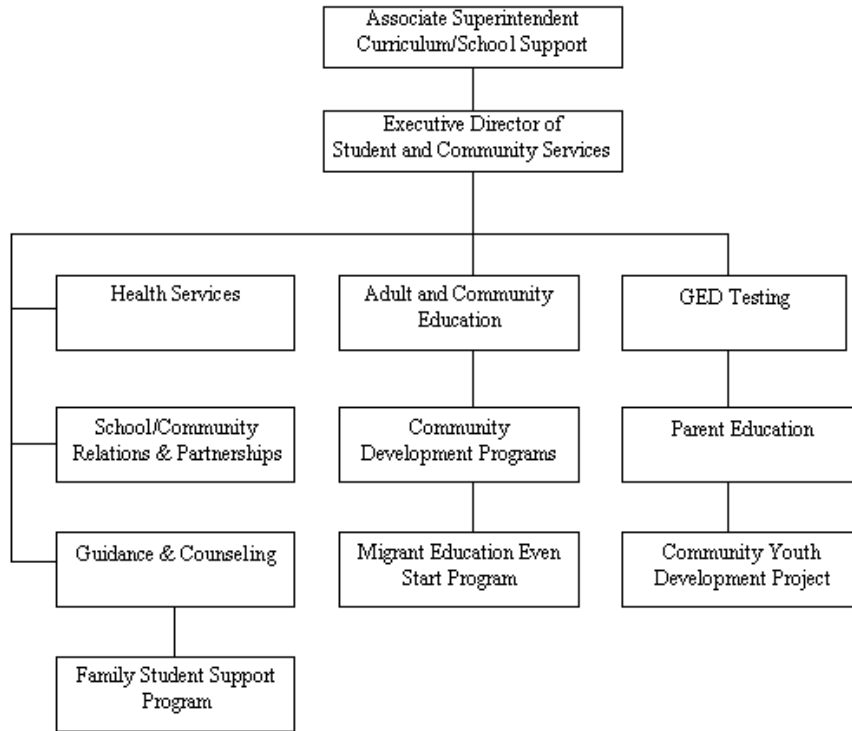


*Source: SAISD, Communications Office, 1999.*

The community and parental involvement functions are coordinated by a department known as the Student and Community Services Department (SCSD). SCSD is organized among the following divisions: School/Community Relations and Partnerships, Parent Education, Community Development Programs, Adult and Community Education, Guidance and Counseling, Community Youth Development, Migrant Education, Even Start and Health Services. The department is headed by an executive director who reports to the associate superintendent for Curriculum and School Support as shown in **Exhibit 3-2**.

**Exhibit 3-2**  
**Organization of SAISD Student and Community Services Department**

**1999-2000**



Source: SAISD, Communications Office, 1999.

Funding for this department is quite diverse. **Exhibit 3-3** shows the budget and funding sources for the SCSD programs that are associated with community and parental involvement. The program is funded by local, state and federal funds:

- The state compensatory education funds provide additional financial support to school districts to teach educationally disadvantaged students. The funds are based upon the number of students participating in the federal free and reduced-price lunch program.
- The Federal Elementary and Secondary Education Act (Title I), enacted in 1965 and the improving America's Schools Act of 1994 provide federal funds to school districts with economically disadvantaged students. The Texas Education Agency (TEA) disperses these federal dollars to eligible campuses. The students served are selected on educational need, not economic status.

**Exhibit 3-3  
SAISD Student and Community Services Department  
1999-2000 Budget and Funding Sources**

Function	Amount	Funding Source
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Guidance, Counseling, Evaluation payroll	\$73,373	State Compensatory Funds
Guidance supplies	\$1,850	State Compensatory Funds
General Administration payroll	\$49,823	State Compensatory Funds
Community Services payroll	\$365,867	State Compensatory Funds
Consultants	\$55,100	State Compensatory Funds
Supplies and Materials	\$38,707	State Compensatory Funds
Other Operating Expenses	\$17,636	State Compensatory Funds
Adult and Community Ed payroll	\$101,059	Local Maintenance Fund
Student Uniforms	\$300,000	Local Maintenance Fund
Partial Parent Ed payroll	\$1,585	Fund 204, Drug Free Schools
Parent Ed/Parent Involvement payroll	\$98,879	Fund 211, Title I
Migrant Even Start payroll	\$161,967	Fund 213, Title I
Community Youth Development payroll	\$70,810	Fund 274, Community Youth Development
Public engagement	\$94,000	Rockefeller Foundation Grant
<b>TOTAL</b>	<b>\$1,430,656</b>	

*Source: SAISD, Budget, 1999-2000.*

One of the professional positions in the Community Services budget, the coordinator of mentoring, was recommended as a new position in the 1991 Management and Performance Audit conducted by TSPR. Specifically, the report recommended the implementation of a school volunteer program with a districtwide coordinator. In all, there are four professionals in addition to SCSD's executive director who are directly involved in community involvement and parent education programs.

# Chapter 3

## COMMUNITY INVOLVEMENT

### COMMUNITY AND BUSINESS INVOLVEMENT/VOLUNTEER PROGRAMS

Since October 1999, SAISD's community and parental involvement programs have been directed by the School and Community Services Department (SCSD). The department recruits mentors and provides support to school-based professionals, who are known as community liaisons who also recruit volunteers. These efforts originated in July 1997 with the creation of the Parent and Community Partnership Network, SCSD's predecessor department. The SCSD has a professional, the coordinator of mentoring, who promotes and develops relationships among the district, individual schools, the business community and individual volunteers.

Another SCSD professional, a community development specialist, also works closely in a support role with school-based community liaisons who work under the direct supervision of the school's principal or his or her designee. Community liaisons were first used in the school district in 1989. Sixty-six schools have community liaisons who perform some social work as well as coordinate the activities of parent volunteers. Community liaisons are not part of SCSD; they are personnel associated with individual schools. Although the work of community liaisons varies by school, in many cases, the community liaisons spend a significant amount of time developing business partnerships within their school zone. Many community liaisons have walked the commercial areas of their neighborhoods asking small businesses to support their school. Liaisons also perform other tasks such as discouraging students from painting graffiti on area businesses and other miscellaneous tasks. Liaisons are funded from federal Title I money.

### FINDING

SAISD attracts many volunteers through the development of business and community mentoring partnerships facilitated through an effective system of letters, phone calls and personal visits. **Exhibit 3-4** shows the mentors for the 1998-99 school year for most schools in the district.

Mentors enrich a student's educational experience in several ways. Most often, they engage in one-on-one reading tutoring for students and assist them with their writing skills, providing more individual attention than a teacher may be able to give. Mentors also serve as role models to students by talking with them about their careers. Finally, their presence may

enhance a student's self esteem because someone other than a family member is showing an interest in their schoolwork.

**Exhibit 3-4**

**1998-99 Mentor Partners by School**

<b>Schools</b>	<b>Mentor Partners</b>
<b><i>High Schools</i></b>	
Brackenridge	San Antonio Fighting Back (Americorps)
Burbank	Univision Broadcasting Company
Edison	Hispanic MBA Association
Jefferson	Alumni Association; San Antonio State Hospital; San Antonio Development Agency
Fox Tech	Frost Bank; Fort Sam Houston; Chamber of Commerce; St. Mary's Law Students; Rotary Club of San Antonio; San Antonio Bar Association; Harvard Law School (Pen Pals); San Antonio Development Agency
Highlands	Fort Sam Houston; Brooks Air Force Base; Community Volunteers; San Antonio Fighting Back (Americorps)
Sam Houston	JUMP; USAA; Fort Sam Houston; San Antonio Fighting Back (Americorps)
Lanier	USAA; Fort Sam Houston; Chamber of Commerce
<b><i>Middle Schools</i></b>	
Connell	Brooks Air Force Base; San Antonio Fighting Back (Americorps)
Cooper	USAA
Davis	Fort Sam Houston; JUMP (Ella Austin CC); San Antonio Fighting Back (Americorps)
Harris	None
Irving	Radio Cap Co.
Longfellow	None
Lowell	None
King	USAA; San Antonio Fighting Back (Americorps)
Mann	Frost Bank
Page	Court House; Fort Sam Houston; Federal Reserve Bank; George

	Gervin Center (Americorps)
Poe	Fort Sam Houston; Just Do It Program; JUMP (Ella Austin CC); San Antonio Fighting Back (Americorps)
Rhodes	USAA
Rogers	Brooks Air Force Base; San Antonio Fighting Back (Americorps)
Tafolla	USAA
Twain	SAC; Trinity University; Community Volunteers; San Antonio Police Department
Wheatley	Fort Sam Houston; JUMP (Ella Austin CC); San Antonio Fighting Back (Americorps)
Whittier	None
<b><i>Elementary Schools</i></b>	
Arnold	Community Volunteers; Macy's Department Store
Austin	Southwestern Bell Pioneers; Christians Networking Nationally
Ball	None
Barkley	USAA
Baskin	Elton George & Co. Insurance
Beacon Hill	Fitness Center; Community Volunteers; Retired SAISD Administrators; Beacon Hill Presbyterian Church
Bonham	H.E.B.; City of San Antonio
Bowden	Fort Sam Houston; Southwestern Bell Pioneers; JUMP (Ella Austin CC)
Bowie	Radio Cap. Co.; San Antonio Public Library; Chamber of Commerce (Pen Pal)
J. T. Brackenridge	USAA; Citicorp
Brewer	USAA; Trident
Briscoe	Community Volunteers
Burnet	Federal Court House; San Antonio Express and News
Cameron	USPCI; Exxon; Fort Sam Houston; Randolph Air Force Base; IOTA PHI LAMBDA Sorority; Retired SAISD Administrators
Carroll	Highlands High School Pals; FBI
Carvajal	USAA



Collins Garden	USAA; KLRN; MCI World Com; Chamber of Commerce; Our Lady of the Lake; Logix Communications; Texas Extension Service; SA Credit Union; Southwestern Bell Pioneers; Small Business Administration; American Fighters Aces Museum; UTSA Institute of Texas Cultures; San Antonio Metropolitan Ministry; Texas Engineering Extension Service
Cotton	Americorps Children's Literacy
Crockett	Paragon Cable
De Zavala	USAA; MCI World Com
Douglas	Miller Lucek; Social Security; SAISD Employees; SA Water System; Fort Sam Houston; City of San Antonio; Valero Energy Corp.; U. S. Marshall Service; Pacific Gas & Electric; Keller-Williams Realtor
Fenwick	Community Volunteers
Forbes	Bank of America
Foster	Brooks Air Force Base
Franklin	S.A. Chapter of CPA's
Gates	Links, Inc.; Gamma Tau; Paragon Cable; Phi Delta Kappa
Grabner	SAS Shoe Factory; Psychological Corp
Green	Federal Reserve Bank
Hawthorne	Trinity University; Community Volunteers (YMCA); Executive Women International
Herff	U.T.S.A.; Senior Citizens Tutors; Keller-Williams Realtor; Friendship Baptist Church
Highland Hills	Big Brothers and Big Sisters
Highland Park	None
Hillcrest	None
Hirsch	None
Huppertz	St. Mary's University
Japhet	None
Kelly	None
Sara King	USAA (Pen Pal); UTSA; Citicorp; City Year

Knox	Our Lady of the Lake
Lamar	Southwestern Bell Pioneers
Madison	None
Margil	U.T.S.A.; Sony (Cyber-Space); Chamber of Commerce; SA Police Dept.
Maverick	Manor Side Ministry; Social Security
Miller	USAA; St. Philip's College; Our Lady of the Lake; Southwestern Bell Pioneers
Neal	Pilgrim Presbyterian Church
Nelson	VIA Transit; San Antonio Housing Authority; Retired SAISD Employees; San Antonio Chapter of CPA's
Ogden	Our Lady of the Lake
Pershing	Fort Sam Houston
Pfeiffer	H.E.B.; Southwestern Bell Pioneers; Americorps (George Gervin Center)
Riverside Park	H.E.B. Junior Achievement
Rodriguez	USAA; Our Lady of the Lake
Rogers	Broadway National Bank
Ruiz	USAA
Schenck	None
Smith	St. Philip's College; City of San Antonio
Steele	None
Stewart	None
Storm	USAA
Travis	SAC; Bank of America; Trinity Baptist; SA Water System; Fort Sam Houston; Community Volunteers
Tynan	Fort Sam Houston; JUMP (Ella Austin CC); San Antonio Fighting Back (Americorps)
Washington	Fort Sam Houston; JUMP (Ella Austin CC); San Antonio Fighting Back (Americorps)
W.W. White	RECO (York International)
Wilson	Bank One; Methodist Hospital; St. Mary's University; Community

	Volunteers; SA Police Department
Woodlawn	Frost Bank

*Source: SAISD, Student and Community Services Department, 1999.*

SAISD's system is efficient because it combines the specialized skills of one professional at SCSD and the support of school-based personnel such as community liaisons and principals. The volunteer mentor program contains dozens of partners and about 3000 actual volunteers. The exact number is unknown because there is no central record of volunteers.

The Greater San Antonio Chamber of Commerce has been a key partner developing a community wide mentoring initiative called *San Antonio: Making Mentoring a Partnership* (SAMMAP) since 1997. This partnership was begun following the President's Summit for America's Future.

## COMMENDATION

**SAISD implements volunteer mentor programs that provide immediate support for the district and its students and encourage long-term public support.**

## FINDING

SAISD held a successful bond election in September 1997 in which the district's voters authorized the sale of \$483 million in bonds to build and renovate schools. To gain the confidence of the community, the school board adopted a resolution calling for the appointment of a Citizen's Oversight Committee (COC) to review the progress of the bond program. The resolution stated that no item affecting the bond and construction program would be placed on the board's agenda or voted on until it had been reviewed by the COC first. Trustees would then take into account the COC's recommendations before taking any action.

Each board member named three individuals to the COC and the superintendent named another 20 individuals. There are 53 members of which 15-20 attend most meetings. At least one COC member has declared herself a candidate for the SAISD Board of Trustees.

The committee meets regularly with district staff to review design plans for construction projects and to monitor expenditures so that projects stay within budget. The committee has developed some strategies for keeping costs within budget despite inflationary pressures. For example, the committee recommended reducing the size of classrooms from 850 square

feet to 800 square feet. This recommendation was based upon its review of industry standards. The committee presented its recommendation to the board at a public meeting. The board, however, was not responsive and gave the committee no comment. The staff simply proceeded with its original plans.

In December 1999, the board established an ad hoc committee to deal with bond projects. The COC regularly appears before this committee. While the ad hoc committee is a step in the right direction, the board still lacks a formal process for receiving and evaluating the advice and counsel of the committee. This situation has led to an erosion of confidence by the community and has deprived the board of needed expertise. Committee members said they are frustrated with the lack of cost containment measures. The board has not met with the COC in several months.

**Recommendation 48:**

**Adopt a policy requiring consideration of the COC’s recommendations before any board vote on the bond program.**

SAISD should honor the board’s covenant with the COC. To do so, the board should adopt a policy stating that before the board votes on matters related to the bond program, the COC’s recommendations should be considered publicly in a general school board meeting.

In addition, the board should also place the chair of the COC on the standing committee on facilities. By serving on this committee, the chair will be able to participate on all matters involving the bond program.

To ensure that COC members can participate effectively, the policy should state COC members who miss more than three consecutive, unexcused meetings, or who declare themselves candidates for the school board, are disqualified from COC membership.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The facilities standing committee of the board drafts a policy establishing guidelines for ensuring that the COC’s recommendations are considered before a vote on bond projects.	April 2000
2.	The board reviews, revises if necessary and approves the proposed policy.	May 2000
3.	The board appoints the chair of the COC to the facilities standing committee.	May 2000

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

In public forums and in focus groups many community members voiced a lack of trust in SAISD. TSPR heard the following comments:

- *Some schools with "open door" policies do not really want parents in the school.*
- *Funds dedicated by law to special education are being diverted to other functions.*
- *Trustees are trying to be popular instead of doing the right thing.*
- *Board indulges in power of position.*
- *There was no system of accountability for funds spent on uniforms.*
- *Board does not take advantage of local resources.*
- *African American parents were not consulted about a new principal at an east side school.*
- *PTAs have been pushed out rather than encouraged.*

PTA officers, in particular, said the district seemed more interested in working with a select few parents than letting the PTA organization develop its own leadership. They stated the number of active parents has dropped from 200 to 30. A member of the SAISD staff noted there was a "chill" from the business community following a decision of the board with which many members of the business community disagreed. This "chill" represents a barrier to community involvement in SAISD.

### **Recommendation 49:**

**Begin a series of community discussions with government bodies, the local workforce development board, higher education institutions and business and community organizations.**

The discussions should give all participants an opportunity to share their opinions and ideas on points of common interest as well as a willingness to listen and work together.

One successful example of this type of community discussion can be found in Austin. Austin Community College has engaged in a series of discussions with area school districts and other entities such as the local workforce development board for the last two years. The discussions are limited to about one hour and are conducted before regular board meetings. Through these meetings, school districts and other stakeholders have come to a better understanding of the college's goals and are better prepared to support those goals.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent and the board discuss a plan and a proposed schedule to start a series of discussions with a broad cross section of community groups and governmental entities that share an interest in public education and how SAISD conducts its business.	April 2000
2.	The board reviews, revises if necessary and approves the proposed plan.	May 2000
3.	The board conducts its first discussion.	June 2000

## FISCAL IMPACT

This recommendation could be implemented with existing resources.

## FINDING

Despite its efforts to recruit mentors, SAISD does not have a comprehensive program or strategy for forming other types of partnerships with the San Antonio business or civic community. Efforts to involve the Greater San Antonio Chamber of Commerce have been largely limited to mentoring activities. Community-based groups-such as COPS and Metro Alliance, which are made up of citizen activists-are not regularly engaged. The district maintains no centralized system for tracking cash or in-kind contributions to district schools. In focus groups and in individual interviews, some members of the business community told TSPR they lack confidence in the elected leaders of the district. They believe the efforts of the business community to work with the district have been rejected. Business leaders said:

- *Businesses pay almost 60 percent of property taxes.*
- *Many of our employees have children in the district.*
- *We need to hire graduates of SAISD.*
- *We want to help kids get a good education.*
- *We are not necessarily getting a good return on our investment.*
- *There is poor customer service.*
- *Staff is sometimes rude and calls are not returned in a timely manner.*
- *The board is acting in isolation driven by personal agendas.*
- *The district has not tapped into talent at the local level.*
- *The children have low aspirations.*

SAISD business leaders said they have provided enormous support for the district and would like a better working relationship. The support of the business community's support was noted in SAISD's 1989-90 Annual

Performance Report and received a commendation in TSPR's 1991 report on the district.

In the best known example of business financial support, HEB established the Reward and Recognition Program in September 1997. HEB pledged up to \$1,000,000 in incentive pay to those SAISD employees whose students exceeded specific academic standards during 1997-98. In September 1998, HEB awarded \$740,000 under this program.

The H.B. Zachry Company also has been supportive of the students at Washington Elementary School. In August 1999, the company supplied back-to-school supplies to all the school's students. Zachry's employees have conducted safety classes at Washington, repainted basketball courts, built park benches and picnic tables, provided coats and jackets to students, installed chalk boards and provided school uniforms to every student attending school this year on the first day after the Christmas holidays.

In March 1995, USAA spent \$50,000 to perform a Central Office Process Review for SAISD at the superintendent's request. Many individuals and businesses also contributed funds to a student uniform assistance fund established by the district. The USAA Foundation contributed \$5,000. Business people also said the business community endorsed the most recent bond election, and many individuals are diligently working on the Bond Oversight Committee.

Austin ISD's (AISD) Partners in Education (formerly known as Austin's Adopt-A-School) Program, has been successful in involving thousands of volunteers in activities from mentoring to building playgrounds. This program is anchored by staff, both at the district and the Greater Austin Chamber of Commerce, who work hand-in-hand to recruit volunteers and recognize and honor them. Each AISD principal invites local businesses to his or her campus to tour the campus and discuss ways in which the businesses can assist, both financially and with in-kind services.

The AISD's Partners in Education coordinator surveys every school to receive a complete report of its partnership activities, and helps schools that are having difficulties in forming partnerships. Once a year, the volunteers are recognized by the district. In a recent year, the volunteers also were recognized and thanked on a billboard on Interstate Highway 35, the most visible roadway in the city.

Other districts have strengthened their ties to the business community by creating a business advisory council, which the board and superintendent appoint. District administrators and board members typically meet with the advisory council regularly to share information on critical issues such

as student achievement and workforce needs. Communication is essential to understanding, which in turn is essential to cooperation.

**Recommendation 50:**

**Develop a community involvement plan in conjunction with existing business and civic partners.**

A comprehensive plan should improve community involvement in SAISD and guide the Student and Community Services Department to:

- provide goals, objectives and strategies to increase the level of community involvement in SAISD;
- create a Business/Community Advisory Committee to serve as an advocate for businesses interested in contributing services and resources to SAISD schools;
- identify, recruit and train all potential business partners, civic organizations, parents and other citizens and give them contributing roles as school volunteers;
- maintain a list of all business or civic groups volunteering their support;
- facilitate those requests from schools that are particularly suited to district priorities and critical needs;
- maintain a list of area businesses that have expressed an interest in certain types of projects or activities;
- establish performance measures to assess the impact of community involvement on student performance;
- implement successful volunteer programs such as Parents in Public Schools, Partners in Education, Volunteers for Public Schools or a senior/silver card program with input and involvement from each school's Campus Leadership Team (CLT);
- recognize volunteers at an annual event;
- prepare annual updates, identifying new potential partners and programs for the schools;
- train principals on ways to recruit and train volunteers; and
- monitor and track volunteer hours and donor participation, calculate the monetary value of volunteer hours, and report the data to the board and superintendent.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent works with the Greater San Antonio Chamber of Commerce, the City Council of PTAs, COPS/Metro Alliance, other chambers of commerce and civic groups, faith communities and other interested parties to establish a Business/Community Advisory Committee.	May 2000
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2.	The superintendent, in conjunction with the Business/Community Advisory Committee, develops a community involvement plan.	May-October 2000
3.	SAISD identifies a model volunteer program such as Austin ISD's Partners in Education to implement.	November 2000
4.	The Community Involvement Plan is presented to the board.	December 2000
5.	The superintendent and appropriate staff implement the Community Involvement Plan at five pilot schools, with the support of the schools' campus leadership teams.	January 2001
6.	The superintendent implements the Community Involvement Plan in all SAISD schools.	August 2001
7.	The superintendent's designee tracks volunteer hours and donor participation and begins reporting data to the community and board.	September - December 2001
8.	The district continually assesses its volunteer efforts and builds upon its programs.	Ongoing

### **FISCAL IMPACT**

This recommendation could be implemented with existing resources.

# Chapter 3

## COMMUNITY INVOLVEMENT

### ORGANIZATION AND MANAGEMENT

The district reorganized its communications and community involvement functions in 1997 and again in 1999. In 1997, SAISD created the Parent and Community Partnership Network (PCPN) and placed communications under the direction of PCPN's administration. This structure was intended to give greater visibility to SAISD's community and parental involvement efforts. Some community members and parents told TSPR they did not support the PCPN because they believed its programs were intended to control, or restrict, community involvement rather than promote it. Funding for PCPN became controversial during board budget deliberations.

In October 1999, PCPN ceased to exist. The board created a new department, which was named the Student and Community Services Department. The district's office of Communications was separated completely and once again placed under the superintendent as it had been before 1997. Nevertheless, it continues to be housed with the SCSD, which is not physically located near the superintendent.

### FINDING

Since October 1999, the district's communications function has been placed under the director of Communications who reports to the superintendent (**Exhibit 3-1**). The Communications Office includes four professionals. Two of the four professionals, the director and the public relations specialist, both engage in media relations and special events coordination. The public relations specialist spends about 50 percent of his time serving as staff to the Citizen's Bond Oversight Committee. The third professional serves primarily as the Internet editor and video production specialist, while the fourth staff member is a writer, researcher and editor. All four are involved in various aspects of publications production and providing information to the general public.

This new organizational configuration in which the director reports to the superintendent is similar to most districts in Texas. The latest reorganization recognizes that communications must be perceived as serving the interests of the entire district and be prepared to communicate the policy and operational directives of the board and superintendent. The Communications Office is once again designed to report directly to the superintendent, however, unlike most districts, SAISD has for more than two years housed its Communications Office in a building several miles

from the district's central office, making access to the superintendent limited. Although the reorganization places the Communications Office under the direct supervision of the superintendent, which is most appropriate, the office is not physically located near the superintendent therefore regular interaction could continue to be inhibited.

**Recommendation 51:**

**Establish regular meetings with the communications staff and the superintendent to facilitate a shared vision.**

The Communications Office must regularly communicate with the superintendent and the board so the staff can efficiently answer inquiries from the public and media. With regular interaction with the superintendent's office, the director of Communications can receive better cooperation from all departments when attempting to answer questions or improve communications with the San Antonio community.

This consideration is important because media representatives will typically call the superintendent's office when seeking information. The Communications Office provides an important support service to all departments in a school district.

Many communication offices are even in the same building as the superintendent. While this may be ideal, the cost to the district may greatly increase if the district chooses to physically locate the office in the main administrative building. **Exhibit 3-5** shows peer districts that have the Communication Office in close proximity of the superintendent .

**Exhibit 3-5  
Communications Department  
Location of Office Compared to Peer Districts  
1999-2000**

<b>Location</b>	<b>Austin ISD</b>	<b>Corpus Christi ISD</b>	<b>El Paso ISD</b>	<b>Ft. Worth ISD</b>	<b>San Antonio ISD</b>	<b>Ysleta ISD</b>
With Superintendent	Yes	Yes	Yes	Yes	No	Yes

*Source: Data provided by the districts listed, 1999.*

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent and the director of Communication establish a schedule to meet regularly to exchange information.	May 2000
2.	The director of Communications coordinates with staff to make sure that all information being released to the public is consistent information developed in conjunction with the district.	June 2000

**FISCAL IMPACT**

This recommendation can be accomplished with existing resources.

# Chapter 3

## COMMUNITY INVOLVEMENT

### DISTRICT COMMUNICATIONS

#### FINDING

The district communicates with the San Antonio community through a variety of publications and the

World Wide Web. During 1998-99, a grant from the Rockefeller Foundation provided \$86,901 towards the cost of producing and mailing School Zone, an SAISD district newspaper mailed to every household in the district.

**Exhibit 3-6** shows a list of district publications, a description of each publication and its audience.

**Exhibit 3-6**  
**List of SAISD Publications**  
**1999-2000**

<b>Publication</b>	<b>Description</b>	<b>Audience</b>	<b>Frequency</b>
School Zone	Newsletter, eight or 12 pages per edition, provides news of district progress, programs and policies, plus general information. Published by the Parent and Community Partnership Network and Communications Office. Printing and distribution are funded by a Rockefeller Foundation grant.	Every household in the SAISD, key communicators and district employees	Fall, winter, spring and summer of each school year
SAISD Insider (print)	Four-page newsletter, which provides news and information on board actions, professional development opportunities. employee	Employees, media and board	Twice monthly

	benefits announcements and special recognition.		
SAISD Insider	Video publication that is designed to highlight and explain major developments, announce upcoming events, help employees understand policies and programs and share information with staff.	Professional staff and other staff as appropriate; also on Web	Monthly
Board Agenda Briefs	Gives background and recommended action, if any, for each item on the board agenda.	Local news media, key communicators, Citizen's Oversight Committee, principals, department heads, patrons who attend the board meeting and general public via the Web site	Before each board meeting
Update	Summarizes the actions of the board of education when it meets in a regular or special session.	Local news media, key communicators, Citizen's Oversight Committee and general public via the Web site	Following each regular business meeting and special session
SAISD Internet HomePage - <a href="http://www.saisd.net">www.saisd.net</a>	SAISD's site on the World Wide Web that provides comprehensive news, information and statistics about the district. In addition, schools that have developed Web sites are linked to the SAISD HomePage.	Anyone with Internet access	Accessible 24 hours a day to anyone with Internet access
One Hundred Years of Learning	A 12-minute video, narrated by the superintendent and featuring comments by all seven school board members that is an overview of the district's	Teachers	Annually

	mission and goals and vision for the new school year.		
Parent-Student Handbook	General information, policies and procedures for students and their families, as well as the Student Code of Conduct with detailed information about students' rights and responsibilities, expectations for student behavior and the consequences of breaking the rules.	Students, parents and staff	Annually at the start of the school year
Parent and Community Notes	Guidelines, parenting tips and general information published by the Parent and Community Partnership Network.	Parents	Quarterly
Parent and Community Partnership News (PCPN News)	A newsletter that highlights news and services of the Parent & Community Partnership Network.	Administrative staff, Parent Academy participants, board members and board meeting attendees	Monthly
Memo Pack	A weekly compilation of memoranda from various departments.	Schools and departments via SAISD's Intranet	Weekly
The RAP Sheet	Four-page newsletter that highlights staff recognition, staff meetings, procedural issues, districtwide job announcements, upcoming events and district issues.	District employees	Biweekly
The Operations Times	A one-page newsletter that provides equipment, supply, technical, social and general information published and funded by the Operations Department.	Custodial employees and principals	Fall, winter, spring and summer of each year

Calendar of Events	A comprehensive listing of events and activities at both the district and school levels compiled by the Parent & Community Partnership Network.	All schools and departments via SAISD's Intranet as part of the weekly Memo Pack	Weekly
News Releases	Releases include general publicity, feature stories, requests for coverage and public service announcements.	San Antonio newspapers, TV stations and radio stations	About a hundred releases are prepared and distributed each year
Coming Attractions	News release that highlights events, observances and activities.	San Antonio news media, principals, department heads, board members	Weekly
Advertising	Budget and tax notices, special events and services.	Local newspapers	As needed
Special Purpose Publications	A variety of letters, invitations, flyers and posters to publicize programs, events and special projects.	Varies by product	Varies by product
Individual School Newsletters	Campus newsletters featuring information at the school.	Parents and students	Monthly or by grading period

Source: SAISD, Communications Office, 1999.

SAISD provides *Update* (a publication summarizing board actions) and its press releases to the following media outlets:

Printed Media	Television	Radio
<ul style="list-style-type: none"> <li>• <i>La Prensa</i></li> <li>• <i>San Antonio Post</i></li> <li>• <i>San Antonio Express-News</i></li> <li>• <i>South Side Reporter</i></li> <li>• <i>San Antonio Journal</i></li> </ul>	<ul style="list-style-type: none"> <li>• KMOL TV Channel 4</li> <li>• KSAT TV Channel 12</li> <li>• KENS TV Channel 5</li> <li>• KWFX TV</li> </ul>	<ul style="list-style-type: none"> <li>• KBOP/KBUC FM Radio</li> <li>• KCOR AM/KTXN FM Radio</li> <li>• KISS/KSMG Radio</li> <li>• KKYX AM/KCYY FM Radio</li> </ul>



<ul style="list-style-type: none"> <li>• <i>Observer/Voice News</i></li> <li>• <i>San Antonio Register</i></li> <li>• <i>SNAP</i></li> <li>• <i>The Senior Sentinel</i></li> </ul>	<ul style="list-style-type: none"> <li>• Channel 41</li> <li>• KLRN TV Channel 9</li> <li>• KVDA Channel 60</li> <li>• KABB TV Channel 29</li> <li>• Paragon Cable</li> </ul>	<ul style="list-style-type: none"> <li>• KRTU Radio</li> <li>• KQXT 102 FM Radio</li> <li>• KONO/KRIO Radio</li> <li>• KSAH AM Radio</li> <li>• KTSA/KTFM Radio</li> <li>• KSIL Radio</li> <li>• KSTX/KPAC Radio</li> <li>• WOAI/KAJA Radio</li> <li>• KXET/KZEP Radio</li> </ul>
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The office also provides *Update* to an extensive list of key communicators. More than 125 individuals, corporations, community-based organizations, faith-based organizations, political jurisdictions and educational institutions are on this list. TSPR's 1991 report also commended SAISD for its wide array of publications.

#### COMMENDATION

**The district employs an extensive array of publications to communicate with the San Antonio community as well as internally with the staff of SAISD.**

#### FINDING

The district's Web site is well designed and maintained and provides excellent information in an attractive format. The site has been operational for about three years. The site features information on current events such as announcements of school board meetings and other activities and events. Information on meetings is generally posted as soon as it becomes available. The site receives about two dozen e-mail general comments, or inquiries, per week. The Web site is accessed more than 9,000 times daily, including weekends. The Web site's success has been enhanced through a weekly electronic mail publication called the SAISD *eNews Employee Web Letter*. The letter contains links to the Web site.

#### COMMENDATION

**The district's Web site provides timely information to all SAISD stakeholders who have Web access.**

#### FINDING

Despite SAISD's efforts to keep the public informed, many SAISD residents voiced their concern in a series of public forums and in focus

groups that they do not receive adequate and complete information from the district. Some members of the public said the district gives them little time to review important district documents such as the annual budget before board adoption. Some parents said they were not welcome on certain campuses and did not feel comfortable in asking for information. While the community survey found this view represents a minority position, it was expressed by individuals in community forums and focus groups. Many persons stated their complaints about these matters were rarely addressed.

Some school districts across the state have a specific person who receives citizens' complaints. The Corpus Christi Independent School District has an ombudsman who is responsible for handling diverse public concerns and issues for the district. The ombudsman works under the authority and direction of the superintendent. In addition to dealing with complaints, the ombudsman in Corpus Christi ISD holds monthly forums throughout the community to listen and to inform parents and community members. Questions raised by the community and the district's responses are printed in a publication distributed throughout the district. SAISD has no identified employee who ensures that questions and concerns of the community or parents are addressed in a timely and fair manner. Parents have designated campus advocates through the Parent and Community Council, an organization made up of parent representatives from school campuses, but many campuses have no representative or the representative may be unavailable.

**Recommendation 52:**

**Create an ombudsman in the superintendent's office.**

The ombudsman should be responsible for reviewing complaints from the public and providing information to the community on important issues. The ombudsman should work closely with the director of Communications, but should report directly to the superintendent. Implementing this recommendation should enhance the flow of information from stakeholders to the district.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent recommends hiring an ombudsman to the board.	July 2000
2.	The board approves hiring an ombudsman.	August 2000
3.	The superintendent hires an ombudsman.	September 2000

4.	The ombudsman communicates with the public via forums and community meetings to publicize the creation of the position and generate awareness.	October 2000
5.	The ombudsman provides answers to public inquires and communicates issues to the public.	Ongoing

### **FISCAL IMPACT**

The average salary for an SAISD employee with similar qualifications is \$43,887 annually. Salary plus a benefits rate of 15 percent (\$6,583) would result in a total salary of \$50,470 annually.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Create an ombudsman in the superintendent's office	(\$50,470)	(\$50,470)	(\$50,470)	(\$50,470)	(\$50,470)

### **FINDING**

Many parents complained that SAISD provides members of the community limited opportunities to express their views to the board and central office. TSPR conducted ten focus-group sessions with parents, business leaders and community groups. More than 60 individuals attended these meetings. Many expressed frustration in attempting to get answers from the board and district administrators. Some reported their questions are met with silence, or they have been ignored.

Moreover, some members of the community described public speaking opportunities at board meetings as limited at best and said that board members inadequately discuss critical items such as the budget at public meetings. Citizens wishing to speak must notify the district in advance of regular board meetings or sign up at the meeting before it is called to order. Many stakeholders have the impression the board is not serious about receiving their input or hearing their concerns.

Many agencies in other cities use public forums to hear the community's concerns and provide informal answers when possible. The City of Austin, for example, has conducted forums in southwest Austin and east Austin to hear from the community on transportation and crime issues, respectively. Both meetings were well-attended and yielded valuable input that was instrumental in the city's decision-making process. Austin Community College regularly conducts meetings with other groups, including community-based organizations, whose interests directly relate to college programs. SAISD itself conducted community forums until spring 1998.

TSPR's 1991 report noted the town hall meetings were successful in obtaining citizen input and had even led to greater parental involvement. This finding led to a commendation in the 1991 report. The forums were reportedly discontinued because of a lack of appropriate behavior on the part of the public. As a substitute, the board has permitted citizens to speak at board meetings, but all community comments are usually limited to one hour.

**Recommendation 53:**

**Implement quarterly public forums to allow members of the community to speak on issues affecting the school district.**

A quarterly public forum would allow members of the community to voice their concerns. The superintendent could assign items raised at a meeting to members of his staff for response. The staff would forward its response to those raising the concerns as well as the board so that if the individuals are still dissatisfied, they can continue to raise the issue with either staff or the board. The public forums can be held separately from regular board meetings, in a town-meeting setting or on a rotating basis at different school sites. The board could develop a code of conduct for such meetings to ensure an orderly dialogue.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The board sponsors quarterly public forums.	Quarterly
2.	The director of Communications develops a format for quarterly public forums.	May 2000
3.	The director of Communications publicizes the quarterly public forum in the local press and media.	June 2000

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

# Chapter 3

## COMMUNITY INVOLVEMENT

### **PARENTAL INVOLVEMENT**

Parental involvement has become widely recognized as a necessary and important element in raising student achievement levels. Joyce L. Epstein, the co-director of the Center on Families, Communities, Schools and Children's Learning at John Hopkins University in Baltimore, Maryland has written that "partnership activities may be designed to engage, guide, energize and motivate students to produce their own successes.

The assumption is that if children feel cared for and are encouraged to work hard in their roles as students, they are more likely to do their best to learn to read, write, calculate and learn other skills and talents and to remain in school." SAISD has been particularly innovative in developing programs and activities to attract more parents to its schools and to give parents tools with which they can help their children. While these programs have not been uniformly successful or well received, they all are based on sound academic theory, which seeks to promote a stronger relationship between schools and families.

### **FINDING**

SAISD, as in the case of community involvement, has both district and school-based efforts to promote parental involvement. These efforts have been controversial and have divided the community. TSPR heard from some parents who complimented the district and were particularly pleased with the Parent Academy, which is discussed below. In addition, in the TSPR community survey, among respondents with children in SAISD, 66 percent agree that parents participate in school activities and organizations and 82 percent agreed that parents feel welcome when they visit a district school. These findings represent significant improvements from the 1991 community survey in which 55 percent agreed that parents participated in school activities and that 71 percent believed parents felt welcome when they visited schools. Nevertheless, TSPR received numerous complaints, both in focus groups and in public forums, from parents and an organization known as Parents on Watch, who believe that funds used for parenting education could be better spent on direct services to students. Several PTA officers told TSPR that PTA could offer some of the classes now conducted by district staff. Some of the critics said the district's parental involvement activities were organized to generate public support for district officials.

The SCSD has two full-time staff members who organize a program for parent education. They are supported by other district staff. SAISD surveys parents to determine what subjects are of particular interest to them. The district invites speakers, organizes and publicizes classes and sometimes delivers the training. The district may even solicit door prizes to help increase attendance. These districtwide classes are known as the Parent Academy. By initiating this training, the district has been responsive to a need identified during the 1991 public hearings for building parents' self esteem and improving their general ability to advise and help schools. **Exhibit 3-7** shows the progress the Parent Academy has experienced.

**Exhibit 3-7  
SAISD Parent Academy History  
1996-1999**

<b>Year</b>	<b>Number of required sessions</b>	<b>Number of successful participants</b>
1996-97	Required to attend 15 sessions(30 hrs.)	110 parents graduated
1997-98	Required to attend 20 sessions(40 hrs.)	680 parents attended one or more sessions 115 parents graduated
1998-99	Required to attend 20 sessions(40 hrs.)	Approximately 1,000 parents attended one or more sessions 179 parents graduated

*Source: SAISD, Student and Community Services Department, 1999.*

**Exhibit 3-8** contains a partial listing of classes offered in September and October, 1999. One facility, El Progreso Community Center, offers courses in both English and Spanish.

**Exhibit 3-8  
SAISD Parent Academy Classes  
September and October, 1999**

<b>Raising A + Children</b>	<b>Communicating Within the Family</b>
"Home Improvement" Tools for Building Strong Families	Expressing and Communicating Feelings and Emotions
Teaching Children Kindness and Respect for Other Children	Communicating With Children About Sexuality
Building a Power Parenting Role to Prevent Youth Substance Abuse	Dealing With Anger in the Family

Building Resiliency in Children	Helping Children Learn to Manage and Resolve Conflict Peacefully
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*Source: SAISD, Student and Community Services Department, 1999.*

The district also uses federal funds to pay 66 school-based community liaisons who play a vital role in parental involvement. In many cases, the liaisons organize classes for parents to show them how to help their children with school assignments. They also transport parents to other training provided by the district and often organize parent volunteer activities at a particular school. Community liaisons do not duplicate the efforts or work of parent volunteers. In meetings with members of the review team, parents and PTA officers praised the work of community liaisons.

#### **COMMENDATION**

**SAISD provides valuable training to SAISD parents, which improves the parents' ability to assist in their children's education.**

# Chapter 4

## PERSONNEL MANAGEMENT

A well-managed school district must: effectively and efficiently deliver its personnel services to school district employees; ensure sound management of its human resources; and develop well-conceived policies, procedures and practices to guide personnel functions. Personnel costs are a district's largest expenditure, accounting for approximately 80 percent of its total expenditures. Competent personnel management policies are imperative.

### **ORGANIZATION AND MANAGEMENT**

The SAISD Human Resources Department is responsible for:

- interpreting and recommending personnel policy and procedures;
- recruiting employees;
- processing applications for employment;
- screening applicants;
- processing new hires for employment;
- tracking all employee qualifications, certifications, verifications, assignments, promotions, transfers, resignations and retirements;
- developing and implementing competitive salary schedules;
- administering employee benefits (insurance and savings programs) and workers' compensation;
- directing the preparation and revision of job descriptions;
- handling employee complaints and grievances;
- overseeing and monitoring employee appraisals; and
- maintaining personnel records.

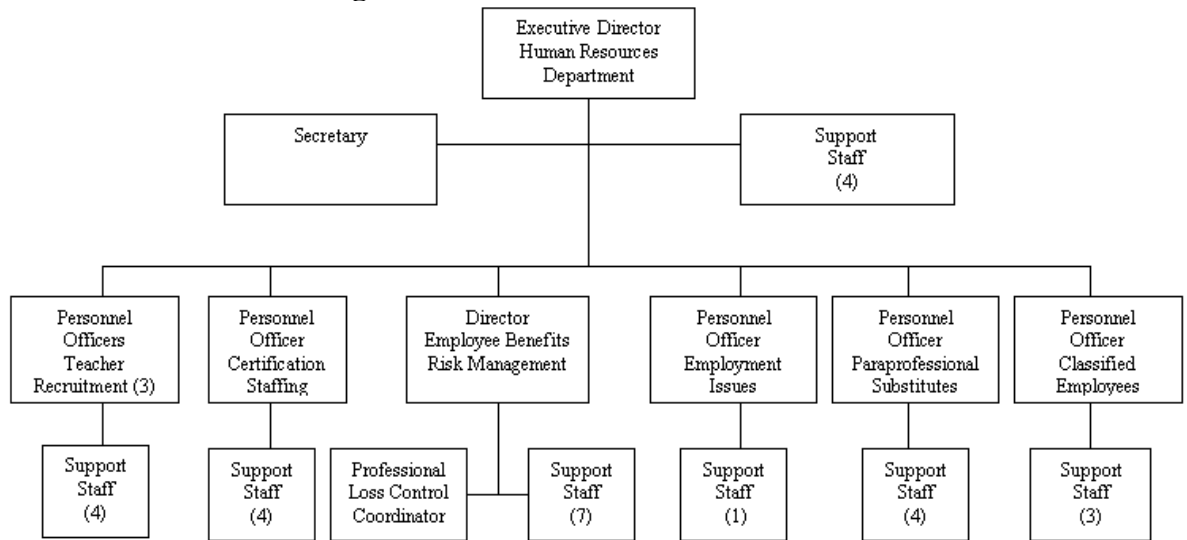
An executive director oversees a staff of 37 professional and support personnel. Seven personnel officers are responsible for teacher recruitment, certification and staffing, employment issues, classified employees and paraprofessionals and substitutes. A director heads Employee Benefits and Risk Management. A coordinator and 28 paraprofessionals support the executive director, personnel officers and director of Employee Benefits.

**Exhibit 4-1** shows the organizational structure of Human Resources.

**Exhibit 4-1**  
**San Antonio Independent School District**  
**Human Resources Department**



## Organizational Structure



*Source: SAISD, Human Resources Department, September 1999.*

Below is a description of the functions and responsibilities of the executive director and the seven personnel officers and their staff.

### ***Executive Director***

A secretary, a clerk and three personnel accountants support the office of the executive director. Their major areas of responsibilities include compensation, the departmental budget, classification control and tracking transfers, promotions, terminations, retirements and any other personnel transaction that may affect an employee's payroll.

### ***Teacher Recruitment***

Three personnel officers are responsible for recruiting professional staff. The recruitment officers prescreen and interview all professional applicants, refer candidates to principals, plan recruitment trips and travel to universities and colleges to interview prospective candidates. Four paraprofessionals (secretary/clerks) support the officers.

### ***Certification and Staffing***

Certification, processing and staffing of professional staff report to a personnel officer. Verification of district staff employment, the spring teacher transfer process-the official process for teachers to transfer to other schools, distribution of incoming Human Resources mail and the individual processing of all professional and paraprofessional new hires

are carried out by a staff of four clerks. Teacher and administrator salary surveys are also conducted by the personnel officer.

### ***Employment Issues***

A personnel officer oversees district employment issues, including the appraisal system and employee grievances. A secretary assists the officer.

### ***Paraprofessionals and Substitute Teachers***

A personnel officer supported by four clerks is responsible for hiring and processing paraprofessional and substitute staff. Other functions include receiving visitors to the department, answering incoming personnel calls, monitoring employee security clearances and managing the automated substitute finder system.

### ***Classified Employees***

Three clerks assist a personnel officer who oversees hiring and processing classified personnel (transportation, food services, custodians and maintenance workers).

## **FINDING**

Twenty-eight paraprofessionals support the Human Resources Department, seven of whom are located in the office of Employee Benefits and Risk Management and are not included in this discussion. TSPR's review of the responsibilities and duties of the remaining 21 paraprofessionals or support staff shows that, in some cases, the workload of some staff members has increased significantly over the years. This increase is due in large part to more activity in some department's personnel functions as a result of a new policy or personnel procedures. Two functions, for example, which have taxed the time and efforts of support staff are security clearances and the increase in telephone calls coming into the department.

For example, the clerk who serves as receptionist is responsible for answering incoming calls, receiving visitors and monitoring and processing employee security clearances. Security checks must be run on every applicant applying for a SAISD position. Processing security clearances has increased significantly since 1994 as shown in **Exhibit 4-2**.

**Exhibit 4-2**  
**San Antonio Independent School District**  
**Number of Security Clearances**  
**From 1994 through 1998**

Calendar Year	Number of Security Clearances Processed	% Increase
1994	6,907	
1995	9,140	32%
1996	11,227	23%
1997	12,397	10%
1998	11,598	(6)%

*Source: SAISD, Human Resources Department, 1999.*

Processing security clearances involves planning, data entry into an electronic program, checking data on a hard copy against printouts of the electronic data, correcting errors and sending tapes to the state for clearance. From January 1998 through December 1998, the Human Resources Department processed 11,598 security clearances. While the number of clearances decreased in 1998 (**Exhibit 4-2**), clearances are increasing again because district and school volunteers are now also processed for clearance. Data for 1999 were not available for the district.

Another area of concern is the number of calls coming into the department. The receptionists must answer as many as 100 incoming calls a day. This does not include the many calls that other support staff also receive. Support staff told TSPR that their daily routine is often interrupted with phone calls not specific to their function (for example, generic questions about the address and directions to Human Resources, recent job postings and other simple requests). These interruptions reduce the effectiveness of staff in carrying out responsibilities.

**Recommendation 54:**

**Conduct criminal background checks on only new employees and redistribute the responsibilities of support staff members more evenly.**

Conducting criminal background checks on only new hires should considerably reduce the work load. Human Resources could submit the requests to DPS at the time an offer of employment is made. One support staff member should be given the major responsibility for processing security clearances.

The executive director should reexamine the responsibilities of each support staff member to see if some duties and responsibilities might be

shifted to other personnel. The executive director should ensure that those positions that are carrying responsibilities that have increased in magnitude are carefully examined and decisions made to redistribute duties as necessary for effective delivery of services.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The executive director works with the superintendent and Board of Trustees to craft a board policy that would require a criminal background check for new employees only.	June 2000
2.	The executive director implements the policy by instituting a required waiting period between the time an offer, contingent on satisfactory completion of the criminal background check, is made to an individual and the time the individual reports for duty.	July 2000
3.	The executive director meets with the seven personnel officers to discuss the current roles and responsibilities of department support staff and requests each officer examine these roles carefully, specifically how security clearances and incoming telephone calls are handled, and then report at a later meeting how responsibilities might be redistributed.	June 2000
4.	The executive director meets with the personnel officers to discuss findings and recommendations for assigning responsibilities.	June 2000
5.	The executive director redistributes responsibilities.	July 2000

### **FISCAL IMPACT**

The recommendation could be implemented with existing resources.

# Chapter 4

## PERSONNEL MANAGEMENT

### PERSONNEL POLICIES AND PROCEDURES

State laws and local policies governing personnel issues are set forth in the district's *Policies, Rules and Regulations*, Section D: Personnel. The policy manual addresses:

1. objectives, requirements and practices;
2. employee compensation and benefits, termination of contract, rights and privileges, standard of conduct, welfare, recognition and awards; and,
3. assignments, schedules, work load, professional development, performance appraisals and personnel positions.

In addition to the policies governing personnel issues, an *Administrative Procedures Manual* sets forth procedures for carrying out the policies. In a section of the manual, personnel administrative procedures are provided that explain in detail many, but by no means all, personnel functions. Forms that accompany the function also are provided.

Other publications clarify and inform employees about personnel vacancies, activities, procedures, policies and benefits. The Handbook for Classified Employees provides information on general policies, attendance and absences, disciplinary actions and other information specific to classified employees.

When a new hire is processed for employment by personnel staff, the new hire is given a copy of personnel policies and procedures. New hires acknowledge receipt by signing a form that they have received, will read and become familiar with the policies and procedures. The form is kept on file in the employee's personnel folder.

### FINDING

Procedures district employees follow when involved in a personnel action are outlined in a districtwide manual entitled *Administrative Procedures*. Specific personnel actions outlined include:

- accessing personnel records;
- submitting credentials;
- requesting research study;
- using computers and accessing the Internet;
- applying for leave of absence;

- placing student teachers;
- retaining records; and
- part-time and temporary employment.

While there is a comprehensive districtwide Administrative Procedures Manual, there is not a comprehensive procedural manual to guide and direct the Human Resources Department and its staff. A document is not available that outlines services and describes in detail the personnel procedures and processes to follow for hiring staff, maintaining personnel file folders, monitoring security clearance checks, maintaining the automated substitute system, guiding microfilming, processing employees or the many other tasks undertaken by this department.

Without a well-organized, indexed, comprehensive procedures manual, the department does not have a guidebook to provide its new staff, a reference book for current staff or a one-stop place to find personnel procedures for any work tasks. An indexed manual allows a staff member to quickly search and find a procedure or process that needs clarification.

**Recommendation 55:**

**Document current procedures used in the Human Resources Department and use this opportunity to reassess internal processes and make adjustments to improve efficiency.**

The procedures manual should include:

- detailed step-by-step descriptions of each process and procedure used to deliver various services;
- copies of all forms and computer screens used in the process; and
- guidelines for periodically updating the manual reassessing processes to further improve them.

Department staff should develop a system for regularly updating and distributing the manual.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The executive director of Human Resources appoints two professional staff members in the Human Resources Department to draft a detailed procedures manual for the department.	July 2000
2.	Staff members develop a procedures manual that serves as a reference for all staff members in the Human Resources Department.	August 2000 - November 2000

3.	The executive director of Human Resources edits and approves the manual.	December 2000
4.	The executive director of Human Resources ensures the manual is printed and distributed to each staff member in the department and that copies are provided to new employees.	January 2001

### **FISCAL IMPACT**

This recommendation could be implemented with existing resources.

### **FINDING**

During its 1991 review of SAISD, TSPR recommended developing a handbook for classified employees, teachers and principals. While the district developed a handbook for classified employees, a handbook for teachers and principals has not been developed.

All food service employees, bus drivers, bus assistants and custodial, maintenance and SAISD Police Department personnel are provided a *Handbook for Classified Employees*. The classified employee must acknowledge receiving a copy by signing a form contained in the handbook and returning it to the department chair. The handbook, first published in 1991 and revised in 1998, provides general policies (work agreements, promotions, differential pay, restricted areas, dress and grooming) and information on attendance, absences and disciplinary actions. Board personnel policies are also included in an appendix. A handbook designed for teachers, principals or other professional staff does not exist.

### **Recommendation 56:**

**Develop an employee handbook for all SAISD employees and update annually.**

*The Handbook for Classified Employees* should be revised to include information applicable to all employees. The revised manual should be renamed *The Employee Handbook*. Policies specific to classified employees should be maintained in the handbook as well as specific policies for professional or paraprofessional staff. The district's mission and goals, information about the SAISD schools, a directory of departments and schools, summer school staffing guidelines and a school district calendar could be included. This handbook should serve as a handy reference for all employees and should contain information pertinent to the school year such as a directory and district calendar. The handbook should be clearly indexed for readability and quick reference.

The handbook should be placed on the district's Web site and made available to all employees. Electronic access, could make the handbook accessible, eliminate its printing cost and make updating easier. A form could be included for the employee to sign that the handbook has been reviewed. The form should be kept on file in the employee's department. The handbook would improve the efficiency of personnel operations by reducing the number of personal contacts that employees make with their supervisors and the personnel office to get up-to-date information on policies and procedures.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The executive director of Human Resources appoints a representative from the department's professional, paraprofessional and auxiliary staff to develop an <i>Employee Handbook</i> to replace <i>The Handbook for Classified Employees</i> .	September 2000
2.	The Human Resources staff meets, reorganizes <i>The Handbook for Classified Employees</i> to include materials applicable to all staff and adds additional material. Feedback is solicited via e-mail from employees.	September - April 2001
3.	The executive director of Human Resources approves the handbook and requests the superintendent's approval.	May 2001
4.	The executive director of Human Resources ensures that, once the handbook is approved by the superintendent, it is placed on the district's Web site with a request for employees to sign and return a form acknowledging review of the handbook. Annual edits are highlighted to inform current employees that edits and revisions have occurred.	May - July 2001
5.	The executive director of Human Resources ensures the signed form is placed in the employee's personnel folder.	September 2001

### **FISCAL IMPACT**

This recommendation could be implemented with existing resources.



# Chapter 4

## PERSONNEL MANAGEMENT

### HIRING AND EMPLOYMENT OF PERSONNEL

The Human Resources Department provides personnel services to 7,836 full-time equivalent (FTE) employees in the district. Of this number, over 59 percent are professional staff. Teachers comprise 48 percent (3,739) of the total.

**Exhibit 4-3** shows the number of employees in the district from 1995-96 through 1998-99 by category - professional staff (teachers, professional support staff, campus administrators and central administrators), educational aides and auxiliary staff (food service, transportation and maintenance workers and clerical staff).

**Exhibit 4-3**  
**San Antonio Independent School District**  
**Number of FTE Employees**  
**1995-96 through 1998-99**

Classification of Staff	1995-96		1996-1997		1997-98		1998-99	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
<b>Professional Staff:</b>	4,517.3	58.7%	4,558.0	58.5%	4,693.1	58.7%	4,640.3	59.2%
Teachers	3,692.2	48.0	3,692.1	47.4	3,797.3	47.5	3,738.6	47.7
Professional Support	617.2	8.	652.9	8.4	677.5	8.5	686.0	8.8
Campus Administrators	149.1	1.9	155.2	2.0	160.4	2.0	158.7	2.0
Central Administrators	58.8	0.8	57.8	0.7	57.9	0.7	57.0	0.7
<b>Educational Aides:</b>	902.4	11.7	807.7	10.4	844.3	10.5	789.3	10.1
<b>Auxiliary Staff:</b>	2,275.7	29.6	2,416.5	31.1	2,464.9	30.8	2,406.8	30.7
<b>Total Staff</b>	<b>7,695.4</b>	<b>100.0%</b>	<b>7,782.2</b>	<b>100.0%</b>	<b>8,002.3</b>	<b>100.0%</b>	<b>7,836.4</b>	<b>100.0%</b>

*Source: Academic Excellence Indicator System (AEIS) for 1995-96, 1997-97, 1997-98 and 1998-99.*

The number of teachers in the district has increased since 1995-96 by 46 positions. Campus administrators have increased by nine positions since 1995-96. The number of auxiliary staff in the district has increased by 131

positions. The number of educational aides has fluctuated over the four years charted.

The number of total employees increased from 1995-96 to 1998-99 by 141 employees-an increase of almost two percent.

As **Exhibit 4-3** shows, over the last few years, there has been a decline in teachers, central administrators, educational aides and auxiliary staff. This decline is primarily attributed to the declining enrollment of students.

Staffing comparisons for employees in SAISD compared to the five peer districts is shown in **Exhibit 4-4**.

**Exhibit 4-4**  
**San Antonio Independent School District**  
**Staffing Comparisons to Peer Districts**  
**1998-99 School Year**

STAFF	AISH		CCISH		EPISH		FWISH		SAISH		YISH	
	#	%	#	%	#	%	#	%	#	%	#	%
Teachers	4,851	52.8%	2,477	49.6%	3,985	51.2%	4,416	49.2%	<b>3,739</b>	<b>47.7%</b>	3,051	52.0%
Professional Support	676	7.4%	350	7.0%	712	9.1%	772	8.6%	<b>686</b>	<b>8.8%</b>	412	7.0%
Campus Administration	244	2.7%	133	2.7%	205	2.6%	274	3.1%	<b>159</b>	<b>2.0%</b>	138	2.4%
Central Administration	54	0.6%	35	0.7%	20	0.3%	55	0.6%	<b>57</b>	<b>0.7%</b>	40	0.7%
Educational Aides	615	6.7%	481	9.6%	312	4.0%	750	8.4%	<b>789</b>	<b>10.1%</b>	308	5.3%
Auxiliary Staff	2,734	29.8%	1,519	30.4%	2,552	32.8%	2,704	30.1%	<b>2,407</b>	<b>30.7%</b>	1,910	32.6%
<b>Total</b>	<b>9,174</b>	<b>100.0%</b>	<b>4,995</b>	<b>100.0%</b>	<b>7,786</b>	<b>100.0%</b>	<b>8,971</b>	<b>100.0%</b>	<b>7,837</b>	<b>100.0%</b>	<b>5,859</b>	<b>100.0%</b>

*Source: Public Education Information Management System (PEIMS), Texas Education Agency, data for 1998-99.*

Teachers make up approximately 50 percent of total employees in each district. Professional support staff make up from 7 percent (AISD, CCISD and YISD) to 9 percent (EPISD) of the total employees in each district. Campus administrators in each district account for about 2 percent of total employees. Central administration in all of the districts do not make up more than one percent of the total number of district employees.

Educational aides (teacher assistants) in SAISD represent about 10 percent of the district's employees, the highest percentage of educational aides among the districts compared; YISD has the fewest number of educational aides (5.3 percent). Auxiliary staff make up approximately one third of the total staff in each of the districts.

Overall, SAISD has the fourth highest number of teachers among the peer districts.

The Human Resources Department is responsible for ensuring all positions in the district are filled. In filling these positions, the district wants to ensure that competent and qualified people are hired to carry out the district's mission regardless of the person's race, religion, age, gender, ethnic background or disability. This equal opportunity policy is found in SAISD's *Policies, Rules and Regulations*, Section D.

SAISD has been successful in employing minority teachers compared to peer districts. **Exhibit 4-5** reports the number and percentage of minority SAISD teachers and students in comparison to its five peer districts. In all peer districts, more than 50 percent of the students are minorities, but in San Antonio, El Paso and Ysleta Independent School District, there are 50 percent or more teachers who are minorities. In SAISD, with a minority student population of almost 95 percent, minority teachers make up a little over 55 percent. Ysleta ISD, with a student enrollment of 89 percent minority, has 59 percent minority teachers.

Districts with large minority student enrollments usually have difficulty in finding minority teachers to match the percentage of the minority student enrollment. However, SAISD has been successful because of its strong commitment to the bilingual program and its efforts to put recruiters in touch with African American and Hispanic candidates at job fairs and universities they attend.

**Exhibit 4-5**  
**Percent of Teachers and Students**  
**For SAISD and Peer Districts**  
**1997-98 School Year**

DISTRICT	WHITE		AFRICAN AMERICAN		HISPANIC		OTHER*	
	TEACHER	STUDENT	TEACHER	STUDENT	TEACHER	STUDENT	TEACHER	STUDENT
AISD	69.9%	36.7%	8.8%	17.8%	20.3%	42.9%	1.0%	2.6%
CCISD	53.1	24.4	3.5	5.9	42.7	68.4	0.7	1.3
EPISD	50.0	17.5	3.0	4.7	46.3	76.4	0.7	1.4

FWISD	66.6	25.8	21.2	31.1	11.2	40.5	1.0	2.6
<b>SAISD</b>	<b>43.9</b>	<b>5.1</b>	<b>14.3</b>	<b>10.4</b>	<b>41.3</b>	<b>84.2</b>	<b>0.5</b>	<b>0.3</b>
YISD	40.6	10.5	2.5	2.5	56.2	86.1	0.7	0.9
STATE	75.2	45.0	8.2	14.4	15.8	37.9	0.8	2.7

*Source: AEIS, 1997-98.*

*\*Includes Asian Americans and Native Americans combined.*

Applications for professional staff, paraprofessionals and substitutes are not scanned or entered into an electronic database. However, the applicant's name, subject area and social security are recorded electronically. This process enables clerks to access applications for particular areas when alerted to a vacancy. The names of the eligible applicants are then referred to the appropriate principal.

Personnel officers interview all professional applicants. Thus, when a supervisor or principal is filling a vacancy, the applicant has been pre-screened and interviewed. All applications are placed in an active file for six months. If an applicant is not hired during this time, the application is placed in an inactive file. If the applicant is not hired within two years, the application is shredded.

Once an applicant has been recommended for hire by a supervisor or principal, support staff within the Human Resources Department processes the new hire. Processing professional staff takes between 30 minutes and one hour. At this time, certification and benefits are described to the new hire. Paperwork is sent to position control staff and to personnel accountants for entry into the district's electronic system.

The processes for hiring classified staff (food service, custodian, maintenance and transportation workers) are conducted in much the same way. Most food services workers are hired as a substitute, which is considered an entry-level position. The minimum hours for a food service employee are five hours with full district benefits. When a position becomes vacant for a classified employee, the district advertises through flyers, district job postings or advertisements in local or community newspapers. Employee applications are screened for work history, completeness, education and certification requirements, if necessary.

Classified employees are on probation for up to 90 workdays. If appraisals are unsatisfactory after 30 days on the job, the employee is provided ways to improve and is kept on probation for another 30 workdays. Employees who do not demonstrate job improvements may receive extended probation or may be recommended for termination. At the end of 90 days,

the classified employee may be placed on regular employment status if a satisfactory job appraisal is received.

SAISD has more than 300 classified district positions grouped under nine different categories.

The compensation structure does little to differentiate adequately between job levels within the nine classification areas, resulting in a structure that does not have effective compensation groupings with similar responsibilities and job worth.

SAISD is addressing this issue with a compensation study. The district issued a Request for Proposals (RFP) in October 1999, and the RFP included an anticipated completion date for March 2000. However, the district re-issued the RFP after the evaluation committee received five proposals and determined the study's time frame needed to be extended. The study has a targeted completion date of spring 2001.

The study involves:

- a review of job descriptions with recommendations for revisions;
- an assessment of the job worth of each position in the district;
- a comparison of the market value of positions with similar positions in other districts and industries;
- the development of a compensation framework that establishes ranges of pay; and
- the creation of administrative rules and procedures to implement the compensation plan.

Once the study is completed and approved by the board, the Human Resources Department intends to implement the recommendations.

## **FINDING**

Job descriptions provide the qualifications and requirements necessary for more than 300 district positions. In addition, job descriptions provide employees information on their specific duties and responsibilities and serve as a basis for annual performance evaluations. Moreover, job descriptions are increasingly used to defend workers' compensation and civil lawsuits.

The Human Resources Department undertakes the preparation, revision and maintenance of job descriptions for all positions within the district. The following information is provided in SAISD's job descriptions:

- job title;

- job codes;
- qualifications;
- job demands;
- job goal;
- performance responsibilities;
- terms of employment; and
- salary classification.

An examination of job descriptions provided to TSPR show that important items were missing from almost all of the job descriptions. Missing components included reporting relationships, as well as the date developed, approved, received and/or revised.

SAISD staff said that 80 percent of the job descriptions for auxiliary employee are current and updated. While all descriptions showed an update, however, some of these dates went as far back as 1988 and the early 1990s, providing no evidence the description had been reviewed since that time.

Job descriptions are revised when position vacancies are announced, but the job descriptions are not reviewed periodically. The supervisor seeking to fill a position is provided a job description to post a vacancy. At this time, the supervisor revises the job description, if necessary. In short, the job description is used to advertise the position. The department does not have anyone directly responsible for managing and overseeing job descriptions for revisions and updates. Staff was aware, however, that job descriptions were in need of review.

Two of the job descriptions reviewed had the exact same title, but different responsibilities and job goals. No information was provided on reporting relationships, such as to whom the employee reports or whom the employee is to supervise. Qualifications were also missing on some job descriptions - including teachers. And finally, several staff members interviewed had never seen their job descriptions.

#### **Recommendation 57:**

**Develop and update job descriptions for each position in the district, standardize the format, and systematically review and update every three years.**

The Human Resources Department has issued a Request for Proposal for a compensation study. A review of current job descriptions and provision of recommendations for revising job descriptions is included in this study. Once the study is completed, Human Resources staff should set schedules and deadlines to complete the process of developing job descriptions for

all positions, and ensure job descriptions are formatted consistently, contain necessary information, and are stamped with the date of preparation and/or revision.

A thorough review of position classifications for the hourly, clerical and paraprofessional job levels should be conducted, and job descriptions should be revised with responsibilities specific to the complexity of the job requirement. The department should then establish a procedure for reviewing and updating job descriptions on a three-year cycle, with one-third of the job descriptions reviewed each year.

**Exhibit 4-6** provides an example of a job description format. The outline contains the necessary elements of a good job description.

**Exhibit 4-6**  
**Elements of an Effective Job Description**

<b>Job Description Content</b>
<p><b><i>Header:</i></b></p> <ul style="list-style-type: none"><li>• Title</li><li>• Reports to</li><li>• Supervisor's Superior</li><li>• Supervises</li><li>• Pay Grade</li><li>• Job Code</li><li>• Overtime Status</li></ul>
<p><b><i>Main Body:</i></b></p> <ul style="list-style-type: none"><li>• Job Goal</li><li>• Qualifications</li><li>• Knowledge, Skills and Abilities</li><li>• Performance Responsibilities: Essential Functions</li><li>• Performance Responsibilities: Other Duties &amp; Responsibilities</li><li>• Physical Demands</li><li>• Work Environment</li><li>• Terms of Employment</li><li>• Evaluation</li></ul>
<p><b><i>Footer:</i></b></p> <ul style="list-style-type: none"><li>• Date (developed or revised)</li><li>• Board action if any</li></ul>

- Approved by
- Prepared by
- Work Location Name
- Telephone Number

*Source: Created by TSPR, 1999.*

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The executive director of the Human Resources Department (as soon as the Pay Compensation Study is completed) begins to revise all job descriptions, making sure the description contains all necessary elements, is formatted and organized clearly and is dated.	May 2001
2.	The executive director of the Human Resources Department develops a plan for revising job descriptions periodically and makes sure they are maintained electronically.	June 2001
3.	The executive director of the Human Resources Department provides the newly revised job descriptions to the respective employees, and the originals are maintained in Human Resources and updated periodically.	October 2001

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

**FINDING**

Two support staff in the Human Resources Department are responsible for district position control, to make sure staffing allocations align with the district's budgeted positions - one for classified employees and the other for professional or paraprofessional staff. When applicants are hired, forms are used that give information to the personnel accountants. When changes are made in the status of a current employee (change in position, termination or retirement), documentation from the personnel officers are sent to position control staff. For classified employees, the documentation comes in the form of a status sheet with the personnel change in status of a current employee. For professional/paraprofessional staff, information documenting the change in status is given to position control staff in various formats (for example, a handwritten note from a recruiter with changes for several different employees or a change upon it). A specific, unique district form has not been created and, therefore, is not used to record professional or paraprofessional personnel changes.



Position control staff check whatever documentation is received against printouts of all positions allocated in the district to make sure that the district is staffed according to budget allocations. Printouts of district positions by school and department are provided by the Region 20 South Texas Multi-Regional Processing Center (STMRPC) whose electronic system is linked with SAISD. Once the changes are noted on the printouts, the documentation is forwarded to the personnel accountants who enter the data into the district's electronic personnel record system.

The accountants are responsible for calculating salary for new hires and calculating salaries changes for other employees resulting from a change in position. Any data that might affect benefits are also entered. Documentation and salary calculations are then forwarded to payroll for entry into the payroll system. This process of recording important personnel data changes on handwritten notes in different formats is ineffective and could result in loss of important employee personnel changes or misinterpretation of the information.

**Recommendation 58:**

**Create and implement a personnel action form for all personnel changes.**

The executive director of the Human Resources Department should develop and implement a personnel change form that should serve as the official record for personnel changes, much the same as the classified status sheet. This form should record the change, indicate who initiated the change and show who approved the change. The form should go to Position Control for verification of position and then to the personnel accountants for proper documentation into the district's electronic employee record system.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	Personnel accountants develop a form to record any personnel changes to an employee's personnel record.	June 2000
2.	The executive director of the Human Resources Department approves the form and distributes to all district staff responsible for initiating personnel changes.	June 2000
3.	The executive director of the Human Resources Department ensures the personnel change form is implemented.	August 2000

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

## FINDING

When the personnel accountants enter new hires and personnel changes into the district's electronic personnel record system, they are entering the data onto various computer screens containing the employee's personnel record. Human Resources and Payroll can both access each other's screens, but most are read-only. Payroll, however, can access some of the data entered by Human Resources staff for payroll purposes, but Human Resources cannot access any of Payroll's screens except in the read-only mode.

Once the personnel accountants enter new hires and personnel changes into the system, all hard copy documentation is forwarded on to Payroll. Payroll rechecks the documentation against the electronic data that the personnel accountants have entered and then makes the changes necessary to the current employee's payroll record or enters a new hire into the payroll system. Rechecking Human Resources data by Payroll is duplicative and inefficient.

### **Recommendation 59:**

#### **Implement quality control measures in the Human Resources Department.**

Payroll Department staff should not be required to recheck the work of the personnel accountants. The executive director of the Human Resources Department should implement quality control measures. For example, a printout of the personnel accountants' daily work could be provided so that the accountant could verify the accuracy of the data entered that day. Quality control measures within the Human Resources Department should eliminate the duplication of effort and time spent by payroll staff.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The personnel accountants are held accountable for the entry of data into the personnel record electronic database using quality control measures to ensure accuracy.	Beginning June 2000 And Ongoing
2.	The personnel accountants ensure the Payroll Department is notified that the documentation and salary calculations received from the personnel accountants have been verified and proven accurate.	June 2000
3.	The director of the Payroll Department develops payroll screens referencing documentation it received using data already entered by Human Resources. The Payroll Department implements its own quality control measures to	June 2000

ensure the accuracy of data its staff enters.	
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## **FISCAL IMPACT**

This recommendation could be implemented with existing resources.

## **FINDING**

The personnel accountants entering employee data into the electronic system use one to nine screens. Entering data for a new hire into the system takes about 20 minutes. When personnel changes (for example, to reflect changes of address, transfers, terminations and employee retirements) are required, the personnel accountants record the changes onto white cards first before entering the data into the system. The white cards are eventually shredded after five years and are maintained for that period of time for backup to an employee's record.

In addition to the personnel accountants' maintenance of personnel data electronically, the accountant must manually record personnel data onto two different forms:

- a district 3 x 5 green service record card; and
- a Texas Education Agency (TEA) authorized service record sheet.

A 3 x 5 green service record card is maintained on each employee and is filed according to school and department. Once an employee leaves the district, the card is filed permanently within the department. The district maintains these cards to serve as a hard copy work history of the employee and to access information about an employee's current or past work history more quickly than searching through the many screens of an employee's electronic record.

The TEA service record card is also maintained by Human Resources and updated annually. When an employee leaves the district, the service record is provided to the employee and serves as an employment history with SAISD or previous school districts. The Personnel Department prints out labels of the employee's service record from the electronic database each year and the label is affixed to the employee's service record card and filed in the employee's personnel folder.

## **Recommendation 60:**

**Create a summary screen of employees' historical personnel data and eliminate the use of the district's service record card.**

The executive director of the Human Resources Department should eliminate the current practice of recording every personnel change that an employee undergoes by hand onto green service record cards, because it duplicates effort and wastes time. TSPR's 1991 performance review of SAISD recommended avoid maintaining duplicative system. Yet the system has not changed.

Once an employee's personnel data are entered into the electronic personnel system, the data should be maintained electronically. As the district's use of technology increases, the belief that all electronic data must be backed up with numerous hard copy records should be eliminated.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The executive director of the Human Resources Department, together with the director of Technology Department develops a summary screen of employees' work record.	June - August 2000
2.	The director of the Technology Department programs the current personnel data entry screens to retain historical data on the employee.	January 2001
3.	The executive director of the Human Resource Department eliminates the use of the district's green service card.	February 2001

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 4

## PERSONNEL MANAGEMENT

### RECRUITMENT AND CERTIFICATION OF TEACHERS

This section examines the number of teachers in SAISD, years of experience, degrees held, turnover rates, recruitment practices, certification and the hiring of substitute teachers.

**Exhibit 4-7** shows the number of teachers in SAISD over the past five years. The number of teachers in the district decreased by 60 in 1995-96 over the previous school year. That number held steady in 1996-97 and then increased by almost 3 percent in 1997-98. In 1998-99, the number of teachers decreased by 58 teachers.

**Exhibit 4-7**  
**San Antonio Independent School District**  
**Number of Teachers**  
**1994-95 through 1998-99 School Years**

		# Increase/ Decrease	% Increase/ Decrease
Years	Teachers		
1994-95	3,752		
1995-96	3,692	(60)	(1.6%)
1996-97	3,692	0	0.0%
1997-98	3,797	105	2.8%
1998-99	3,739	(58)	(1.5%)

*Source: Academic Excellence Indicator System (AEIS) for 1996,-97, 1997-98, 1998-99.*

Although there has been a freeze on hiring staff since last spring, there is not a freeze on hiring teachers. As shown in **Exhibit 4-8**, the number of teachers hired for 1999-2000 is significantly less than in 1997-98 and 1998-99, approximately 143 and 64 fewer teachers, respectively.

**Exhibit 4-8**  
**San Antonio Independent School District**  
**Teacher Hires**  
**1997-98 through 1999-2000 School Years**

Year	Teachers Hired
1999-2000	220
1998-1999	363
1997-1998	284

Source: SAISD, Human Resources Department, 1999.

The percentage of teachers with specific years of experience and the percentage of those teachers holding bachelor's and master's degrees is presented in **Exhibit 4-9** for comparison districts. As can be seen, a higher percentage of teachers in the district have master's degrees (40.9 percent) when compared to peer districts with the exception of Corpus Christi Independent School District (43.8 percent). SAISD also has the highest percentage of teachers with 11 or more years of experience (61.7 percent).

**Exhibit 4-9**  
**San Antonio Independent School District**  
**Teachers by Years of Experience and Degree Held**  
**School Year 1998-99**

Characteristics	AISSD	CCISD	EPISD	FWISD	SAISD	YISD
Beginning Teachers	8.6%	5.3%	4.8%	10.6%	<b>3.9%</b>	8.5%
1-5 Years Experience	27.5%	19.0%	23.1%	28.9%	<b>20.9%</b>	28.4%
6-10 Years Experience	16.6%	20.9%	19.1%	16.3%	<b>13.4%</b>	17.9%
11-20 Years Experience	26.9%	31.2%	29.3%	24.7%	<b>29.9%</b>	26.7%
20+ Years Experience	20.4%	23.6%	23.7%	19.5%	<b>31.9%</b>	18.5%
No Degree	0.1%	1.1%	1.8%	0.5%	<b>0.2%</b>	4.2%
Bachelor's Degree	73.0%	55.0%	76.9%	73.9%	<b>58.9%</b>	83.8%
Master's Degree	26.9%	43.9%	21.3%	25.6%	<b>40.9%</b>	12.0%

Source: Public Education Information management System (PEIMS), Texas Education Agency, data for 1998-99.

The district receives more than 1,000 teacher applications per year, and many of these applications are unsolicited. The district publishes newspaper ads for critical areas, asks teachers to recommend applicants, provides a recruitment package that includes printed materials about

SAISD and San Antonio, and advertises teacher positions on its Web page. All teacher candidates are provided an interview in which the personnel officer rates the teacher's responses to questions in five areas: knowledge, student learning, learning environment, community and school communication and professional responsibilities.

A critical shortage of teachers has not existed in the district for the past several years due in part to a decline in student enrollment. Critical subject areas in hiring qualified teachers are math, science, special education and technology.

The district also has relatively few teachers on emergency and non-renewable certificates

**(Exhibit 4-10).** Emergency permits are given to teachers who are seeking certification in another subject area. Nineteen teachers are on emergency permits. Non-renewable permits are issued to recent college graduates who have not completed the Examination for the Certification of Educators in Texas (ExCET) and is good for one year only. The Alternate Certification Program is for teachers who have a bachelor's degree and grade point average to teach but must complete education courses and the ExCET exam. Approximately 20 SAISD teachers are in this program and another four on an extension; this certification can only be held for one year. Region 20 offers the Teacher Orientation and Preparation (TOPP) program for teachers to complete the required education courses and pass the ExCET to become fully certified.

Two additional alternate certification programs include: Master of Education Nontraditional with Teacher Certification at Our Lady of the Lake University and the Master of Arts Degree in Education with a concentration in Curriculum and Instruction, which is offered at the University of Texas at San Antonio.

**Exhibit 4-10**  
**San Antonio Independent School District**  
**Teachers on Emergency, Non-renewal Permits and**  
**Registered in Alternate Certification Program**  
**1999-2000 School Year**

Type		# of Teachers
EMERGENCY		
ASSIGNMENT:		

	Elementary	1
	Kinder	1
	ROTC	2
	Special Ed	2
	Speech	1
	Tech. Application	1
	Vocational	11
	<b>Total</b>	<b>19</b>
NON-RENEWAL		
ASSIGNMENT:		
	Biology	1
	Elementary	3
	English	1
	History	1
	Math	5
	PE	1
	Reading	1
	Spanish	1
	Special Ed	2
	<b>Total</b>	<b>16</b>
ALTERNATIVE		
CLASSIFICATION:		
	Elem/BBL	1
	Math	5
	Science	4
	Chemistry	1
	Biology	1
	English	1



	Social Studies	1
	Special Ed.	6
	<b>Total</b>	<b>20</b>

*Source: SAISD, Human Resources Department, 1999.*

Although the number of teachers on emergency and nonrenewable permits is low, a recent bill (House Bill 618), passed by the 1999 Texas Legislature requires notifying parents that their child's classroom teacher is not holding an appropriate state teaching certificate. The law states that superintendents must provide written notification to a parent or guardian of a student if an uncertified or inappropriately

certified teacher is assigned to teach their child for more than 30 consecutive instructional days. This mandate includes substitute teachers who are assigned to a vacancy as a result of resignation, retirement or leave of absence and applies only if the same substitute is in the assignment for 30 consecutive instructional days.

In September 1999, the Human Resources Department prepared letters for principals to send to parents of students whose teacher was not appropriately certified. Human Resources monitored and assured the district that parents of students with teachers who were not properly certified were notified.

Of the five peer districts, SAISD has the second lowest turnover rate (12.0 percent) for 1998-99. SAISD had reduced its turnover rate by about one percentage point per year in 1997-98, but showed a 4 percent increase in 1998-99. All districts saw a substantial increase except Ysleta ISD.

**Exhibit 4-11** provides the turnover rates for the past three years for the state and the peer districts.

**Exhibit 4-11**  
**Peer District Teacher Turnover Rate**  
**1996-97, 1997-98 and 1998-99**

<b>District</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>
AISD	12.0%	14.4%	15.9%
CCISD	9.4%	9.3%	15.4%
EISD	9.1%	8.2%	11.3%
FISD	12.7%	14.0%	16.4%

SAISD	9.1%	8.4%	12.0%
YISD	12.6%	13.7%	13.6%
State	12.6%	13.3%	15.5%

Source: Academic Excellence Indicator System (AEIS) for 1996,-97, 1997-98, 1998-99.

Several factors may be contributing to the low turnover rate compared to its peer districts. Beginning and average salaries for district teachers are higher in SAISD than any peer district over the past three years, with the exception of Fort Worth ISD's beginning salaries (**Exhibit 4-12** and **Exhibit 4-13**).

**Exhibit 4-12**  
**Average Beginning Teacher Salaries**  
**For San Antonio And Peer Districts**  
**1996-97 Through 1998-99 School Years**

School District	1996-97	1997-98	1998-99
Austin ISD	\$24,955	\$25,464	\$27,135
Corpus Christi ISD	\$23,996	\$24,052	\$26,330
El Paso ISD*	\$24,633	\$25,012	\$25,012
Ft. Worth ISD	\$28,067	\$28,284	\$30,599
San Antonio ISD	\$26,366	\$26,654	\$29,649
Ysleta ISD	\$21,053	\$20,926	\$24,147

Source: Academic Excellence Indicator System (AEIS) from 1996-97, 1997-98 and 1998-99.

\*El Paso ISD data from district since AEIS data was in error.

**Exhibit 4-13**  
**Comparison of Average Teacher Salaries**  
**SAISD and Peer Districts**  
**1996-97 through 1998-99 School Years**

District	1996-97	1997-98	1998-99
----------	---------	---------	---------

Austin ISD	\$32,308	\$33,347	\$35,752
Corpus Christi ISD	\$34,442	\$35,124	\$36,303
El Paso ISD	\$32,772	\$33,246	\$35,035
Ft. Worth ISD	\$34,706	\$35,468	\$36,621
<b>San Antonio ISD</b>	<b>\$36,248</b>	<b>\$38,034</b>	<b>\$42,001</b>
Ysleta ISD	\$31,639	\$32,630	\$34,617
State	\$32,426	\$33,537	\$34,336

*Source: Academic Excellence Indicator System (AEIS) for 1996-97, 1997-98 and 1998-99.*

Fort Worth and San Antonio ISDs continue to have the highest beginning salaries. In 1998-99, SAISD offered \$29,649 to a beginning teacher.

The average teacher salary in SAISD is higher than all but one peer district and higher than the statewide average. SAISD is one of the few districts that offers social security benefits, which is one reason some teachers with years of experience come to the district to complete their career and qualify for social security benefits.

In 1998-99, SAISD volunteered to participate in a study conducted by the Southwest Educational Development Laboratory for the National Commission on Teaching and America's Future Urban Initiative. As part of that study, a survey was conducted of SAISD teachers. The results of the survey, which were released in March 1999, indicated that several factors attributed to why teachers stayed in SAISD. Among the reasons were pay, benefits, opportunity for social security coverage, desire to teach urban students, making a difference in the lives of students and the appeal of living in San Antonio.

## **FINDING**

The Human Resources Department does not have a formal recruitment plan nor a procedural manual for the recruitment of teachers that would hold the department accountable for its recruitment efforts.

Three Human Resources personnel officers serve as teacher recruiters. The executive director of Human Resources holds informal meetings with the recruiters each week to discuss and plan recruitment activities, which include attending job fairs and visiting colleges and universities throughout the country.

SAISD staff visited universities and colleges in approximately 15 states and 23 Texas colleges and universities in 1998-99. In addition, staff attended three major conferences - San Antonio Military Job Fair, the Texas Association of Bilingual Educators (TABE) Conference and the Texas Music Educator's Association (TMEA) Convention.

**Exhibit 4-14** shows the total number of teachers who were recruited from the San Antonio area, the State of Texas and out of state over the past three years. Thus far, in 1999-2000, 123 teachers have been recruited, the majority coming from the San Antonio area. On average, 100 student teachers are placed in the district from five universities within the city and two universities outside of the city. These student teachers are encouraged to apply for permanent employment.

**Exhibit 4-14**  
**San Antonio Independent School District**  
**Number of Teachers Hired**  
**Result of Recruitment Efforts**  
**1997-98 Through 1999-2000**

Universities/Colleges		1997-98	1998-99	1999-2000
San Antonio Area				
	UTSA	94	91	30
	Houston - Tillotson	2	2	
	Our Lady of the Lake	26	34	5
	Southwest Texas	31	30	10
	St. Edwards	2	1	
	St. Mary's	21	30	5
	Texas Lutheran	2	4	1
	Trinity	9	9	6
	Univ. of the Incarnate Word	11	15	4
	UT Austin	17	16	6
	<b>Subtotal</b>	<b>215</b>	<b>232</b>	<b>67</b>
Other Texas Areas				
	A & M Corpus Christi	3	9	2
	A & M International Laredo	2	3	
	A & M Kingsville	14	18	2

	Abilene Christian	3		
	Austin College	1		
	Baylor	1	1	
	Concordia University	1		
	East Texas Baptist		1	
	East Texas State	3		1
	Howard Payne		1	
	Lamar	1	1	
	Laredo State			1
	Mary Hardin Baylor	1		
	North Texas State	3	2	
	Pan American	13	4	5
	Prairie View	4	5	1
	Sam Houston State	3	1	
	San Angelo State	1	3	1
	SMU		4	
	Stephen F. Austin	1	3	
	Sul Ross	2	2	1
	Tarleton State	1		
	TCU	3	1	
	Texas A & M, College Station	10	6	2
	Texas Southern	2		
	Texas Tech	11	4	2
	Texas Womans Univ.		3	2
	Univ of Houston, Victoria		1	
	Univ. of Houston, Clear Lake		1	
	University of Houston	3	3	2
	UT Arlington	3		
	UT Brownsville	2	4	1
	UT, El Paso	7	12	2

	UT, Tyler			1
	Wayland Baptist Univ.			1
	West Texas A & M	1		
	<b>Subtotal</b>	<b>100</b>	<b>93</b>	<b>27</b>
Out of State				
	Alabama		1	
	Arizona	2		1
	Arkansas	3	2	1
	California	6	5	2
	Colorado	1	1	
	Florida	5	1	3
	Georgia		2	
	Illinois	7	7	1
	Indiana	2	5	
	Iowa		3	
	Kansas	2	1	
	Louisiana	5	5	2
	Maine	1		
	Maryland	1	3	
	Massachusetts	5	1	
	Michigan	3	6	
	Minnesota	2	2	
	Mississippi	2	3	
	Missouri	2	2	
	Nebraska		1	1
	Nevada	1		
	New Jersey	2	1	
	New Mexico	7	6	1
	New York	7	4	2
	North Carolina	2	2	1

	North Dakota	1	1	
	Ohio	2	5	1
	Oklahoma	1	5	1
	Oregon			1
	Pennsylvania	2	2	
	Phillipines	2		1
	Puerto Rico		3	1
	Russia		1	1
	South Dakota		1	
	St. Thomas/France			1
	Tennessee	3	1	1
	Univ of the Americas	1		
	Univ. of Nuevo Leon	1		
	Utah		2	1
	Vermont		1	
	Virginia	1	3	1
	Washington		1	2
	Washington DC		1	2
	West Virginia		1	
	Wisconsin	2	1	
	<b>Subtotal</b>	<b>84</b>	<b>93</b>	<b>29</b>
	<b>Grand Total</b>	<b>399</b>	<b>418</b>	<b>123</b>

*Source: SAISD, Human Resources, September 1999.*

The district offers incentives to fully certified teacher candidates who are qualified to teach science, math and special education. A one-time hiring incentive of \$1,000 is given to science and math candidates, and a \$2,000 recurring supplement to special education candidates. Also, bilingual teachers receive a \$2,000 recurring supplement. If candidates in critical shortage areas show an interest in SAISD, they are interviewed and offered a pre-hire contract.

The department budget for travel, lodging, car rental is approximately \$22,500 for the year.

No analysis was provided to TSPR that demonstrated the recruitment trips have been worth the money spent. While two reports and a schedule were provided to TSPR of the schools/universities visited, conferences attended, and the number of hires coming from various states, no assessment of the trips taken, nor an evaluation of recruitment activities and their related effectiveness were provided.

**Recommendation 61:**

**Develop a formal recruitment plan with written procedures and an evaluation component.**

The plan should include expected performance measures to evaluate the effectiveness of recruitment efforts. While the district has had no problem in recruiting teachers over the past year due to a decrease in student enrollment, the department should develop a recruitment plan to guide the recruitment efforts of its staff. The plan should provide the necessary framework for recruitment efforts and should include a needs assessment, analysis of the effectiveness of efforts, and an evaluation of the yearly activities.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The executive director of the Human Resources Department and the three personnel officers/recruiters meet to develop a recruitment plan with a mission statement, goals and objectives, activities for the coming year, needs assessment and strategies to evaluate these efforts.	August 2000
2.	The executive director of the Human Resources Department ensures that the recruitment plan is put into operation and updated annually.	September 2000 and Ongoing

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.



# Chapter 4

## PERSONNEL MANAGEMENT

### EMPLOYEE COMPENSATION

Competitive salaries and employee benefits, such as retirement and health benefits, are essential to attracting and retaining highly qualified and competent professional and support staff. District employees should be treated equitably and understand how their salary is determined.

The purpose of the SAISD compensation structure, as stated in the district's Compensation Plan, is to:

*...attract, motivate and retain the high quality of personnel needed to accomplish the objectives of the District and to fulfill its mission while assuring District patrons and taxpayers that payroll dollars are being used responsibly and effectively.*

SAISD's Compensation Plan defines specific parameters (minimums, maximums and midpoints) for nine pay classifications with the exception of the pay schedule for teachers. The classifications include:

- Classification A and B - administrative positions such as assistant/associate superintendents, directors, administrative officers, coordinators, accountants, analyst, supervisors, managers and technicians;
- Classification C - professional positions involved directly with students - teachers, librarians, counselors, nurses, instructional guides, trainers, coordinators and education facilitators and specialists;
- Classification D - paraprofessionals;
- Classification E - educational assistants such as licensed vocational nurses, community liaison/level II, library assistant, special education assistants;
- Classification G - food service workers;
- Classification H - plant operations such as foreman, journeymen, apprentices;
- Classification I - custodial; and
- Classification J - transportation.

New hires are placed at the minimum of the salary range for the position. Additional credit is given for experience, but documentation must be provided and must be approved by the supervisor who makes the recommendation to hire and the executive director of Human Resources.

A Compensation Plan is prepared and published each school year. The Compensation Plan includes not only the salary amounts for each series of position classifications, but details administrative pay rules, reporting and duty days, schedule of supplements, salary increases for employees and an index of district positions.

Counselors, nurses, librarians and classroom teachers were each affected by Senate Bill 4, which was enacted by the 1999 Legislature. The bill provided an additional \$3,000 to the salary that these employees earned in 1998-99. Certain criteria were established by Senate Bill 4 for these employees to become eligible for the \$3,000 increase. For example, classroom teachers must provide direct instruction to students an average of a minimum of 220 minutes per day within the established instructional day, be recognized as the teacher of record and must assign grades. Those teachers not meeting the eligibility requirements were moved to another schedule for teachers as appropriate for the teacher's degree level. A beginning teacher with a bachelor's degree earns an annual salary of \$26,649, rather than the \$29,649 a beginning teacher earns if he/she meets the eligibility requirement.

The district participates in the Texas Association of School Board Salary Survey. Participation in this survey and surveys of neighboring and Texas urban school districts provides the district comparison data to determine if SAISD salaries are competitive with other districts. An annual report is produced by SAISD of salary comparisons with local and urban school districts.

**FINDING**

**Exhibit 4-15** provides the salary of teachers with varying years of experience for the past three school years and the current school year. The figures shown for 1999-2000 are the salaries of teachers meeting the eligibility requirements of Senate Bill 4.

Teachers with varying years of experience received pay increases in 1998-99 from 8.4 percent to 10.6 percent and over the past year anywhere from 6.6 percent to 10.3 percent.

**Exhibit 4-15**  
**San Antonio Independent School District**  
**Teacher Salaries (Bachelor's Degree)**  
**With Varying Years of Experience**  
**1996-97 through 1999-2000 School Years**

Years of	1996-97	1997-98		1998-99		1999-2000	
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Experience	\$	\$	% Increase	\$	% Increase	\$	% Increase
0	\$26,199	\$26,500	1.1%	\$29,000	9.4%	\$32,000	10.3%
5	\$28,487	\$29,481	3.5%	\$31,944	8.4%	\$34,945	9.4%
10	\$31,800	\$32,462	2.1%	\$35,241	8.6%	\$38,241	8.5%
20	\$37,828	\$38,425	1.6%	\$41,835	8.9%	\$44,836	7.2%
28+	\$39,789	\$40,810	2.6%	\$45,132	10.6%	\$48,133	6.6%

Source: SAISD Compensation Plan, 1996-97, 1997-98 and 1998-99.

Average salaries for all professional levels of staff in SAISD and the peer districts are shown in **Exhibit 4-16**. SAISD professional staff have higher average salaries than any of the peer districts for teachers, professional support and campus administrators. SAISD central administrators' average pay, on the other hand, extends from \$8,300 to \$4,166 less than central administrators in Corpus Christi, El Paso and Fort Worth ISDs. Austin ISD's central administrators salaries are about \$795 less than SAISD with Ysleta ISD's administrators earning approximately \$8,733 less.

**Exhibit 4-16**  
**San Antonio School District**  
**Average Salaries for Professional Staff Levels**  
**SAISD and Peer Districts**  
**1998-99 School Year**

LEVEL	AISD	CCISD	EPISD	FWISD	SAISD	YISD
Teacher	\$35,752	\$36,303	\$35,035	\$36,621	<b>\$42,001</b>	\$34,617
Professional Support	\$43,257	\$43,031	\$42,604	\$42,579	<b>\$45,019</b>	\$41,820
Campus Administration	\$51,900	\$51,309	\$50,543	\$55,145	<b>\$58,275</b>	\$56,510
Central Administration	\$66,176	\$75,273	\$71,139	\$74,139	<b>\$66,973</b>	\$58,240

Source: Public Education Information Management System (PEIMS), Texas Education Agency, 1998-99.

**Exhibit 4-17** shows the minimum and maximum annual salaries for a representative selection of paraprofessional and classified employees, compared to the same positions in the neighboring districts of Edgewood (EISD), Northeast (NEISD), Northside (NISD) and Southside (SSISD) Independent School Districts.

**Exhibit 4-17**  
**San Antonio Independent School District**  
**Minimum And Maximum Hourly Wages**  
**Paraprofessional and Auxiliary (Classified) Staff In Neighboring**  
**Independent School Districts**  
**1998-99 School Year**

Position	EISD		NEISD		NISD		SAISD		SSISD	
	Min	Max	Min	Max	Min	Max	Min	Max	Min	Max
High School Secretary	\$9.89	\$16.84	\$11.29	\$17.05	\$10.69	\$17.08	<b>\$10.64</b>	<b>\$15.96</b>	\$9.07	\$13.05
Data Processing Clerk	\$8.69	\$14.80	\$10.26	\$15.49	\$8.68	\$13.86	<b>\$9.32</b>	<b>\$13.99</b>	\$7.36	\$10.60
Clerk I	\$6.72	\$11.44	\$7.81	\$11.45	\$7.04	\$11.25	<b>\$8.54</b>	<b>\$12.81</b>	\$6.63	\$9.55
Food Service Cook	\$6.42	\$9.23	N/A	N/A	N/A	N/A	<b>\$7.29</b>	<b>\$10.94</b>	N/A	N/A
Food Service Assistant	\$5.48	\$7.89	\$7.15	\$9.72	\$6.25	\$9.00	<b>\$6.39</b>	<b>\$9.58</b>	\$5.30	\$7.96
Plant Services Foreman	\$12.73	\$19.09	\$13.55	\$19.03	\$17.15	\$24.68	<b>\$13.55</b>	<b>\$20.33</b>	N/A	N/A
Plant Services Painter	\$7.51	\$10.80	\$9.92	\$13.47	\$9.01	\$11.28	<b>\$10.90</b>	<b>\$16.35</b>	N/A	N/A
Middle School Head Custodian	\$6.42	\$9.23	\$9.92	\$13.47	\$10.30	\$12.36	<b>\$8.32</b>	<b>\$12.48</b>	\$6.17	\$10.70
Custodian	\$5.48	\$7.89	\$7.15	\$9.72	\$6.44	\$8.91	<b>\$6.67</b>	<b>\$10.01</b>	\$5.30	\$7.96
Transportation Bus Drivers	\$7.51	\$10.80	\$8.41	\$11.47	\$8.00	\$11.52	<b>\$7.50</b>	<b>\$11.25</b>	\$7.14	\$10.70

*Source: Human Resources, Salary Comparisons, 1998-99.*

When comparing SAISD minimum clerical/secretarial staff hourly wages with neighboring school districts, high school secretaries in SAISD, NEISD and NISD are earning over \$10 per hour. Similarly, EISD and SSISD had salaries of \$9.89 and \$9.07, respectively. SAISD pays higher beginning hourly wages for both type of clerks shown than any of the other districts with the exception of NEISD, which pay its data processing clerks \$10.26 compared to SAISD's \$9.32.

SAISD cooks and assistants are earning more per hour than in EISD (hourly wages were not available for the other districts) - 87 cents more than EISD for cooks and 91 cents more for assistants.

A plant service foreman in SAISD earns a minimum hourly wage (\$13.55), which is higher than any of the plant service foremen in other districts with the exception of NISD whose foremen make \$3.60 more an hour than SAISD. SAISD painters all earn a higher minimum hourly wage (\$10.90) than any other district. Maximum salaries for both a foreman and painter (\$20.33 and \$16.35, respectively) are higher than in any of the other districts shown with the exception of a foreman in NISD who earns a maximum hourly wage of \$4.35 more than a SAISD foreman.

Custodians in SAISD are also earning a minimum hourly rate (\$6.67) higher than any other school district with the exception of NEISD whose custodians earn \$7.15 per hour. The maximum hourly rates for custodians in SAISD are higher than any district.

The average minimum hourly wage paid to bus drivers in SAISD is \$7.50, which is approximately 91 cents less than the NEISD, which pays a minimum wage of \$8.41 to its bus drivers and about 50 cents less than bus drivers in NISD. Three school districts pay bus drivers a maximum hourly wage of more than \$11 - NISD at \$11.52, NEISD \$11.47 and SAISD \$11.25.

## **COMMENDATION**

**SAISD provides competitive salaries to paraprofessional and auxiliary employees compared to its peer districts.**

# Chapter 4

## PERSONNEL MANAGEMENT

### **APPRAISAL SYSTEM**

The district has in place a process in which all district employees are formally evaluated at least once a year. The procedures for evaluating each category of employee are contained in a manual entitled *The SAISD Employee Appraisal Systems*. The manual provides procedures for evaluating all employees except teachers and principals. Procedures for evaluating teachers and principals are contained in separate manuals.

The appraisal system is overseen and monitored by a personnel officer in the Human Resources Department who sets schedules and deadlines for completion of appraisals. All employee appraisals (an original copy) are returned to Human Resources. The personnel officer is responsible for making sure each employee is evaluated.

In a TSPR survey of district employees, employees were asked if employees are evaluated annually. An overwhelming percentage of those surveyed responded that they agree to strongly agree that employees are annually evaluated (86 percent of administrators and support staff, 98 percent of principals and assistant principals and 94 percent of teachers).

Original appraisal instruments are kept on file for one year and then microfilmed. All new hires receive a package containing the appraisal instrument and rules and procedures explaining the appraisal system.

Districts are required to develop a teacher appraisal system according to rules and regulations set out in Section 21.351 and 21.352 of the Texas Education Code. The code states that each school district in appraising teachers must use the appraisal process and performance criteria developed by the Commissioner of Education, the state's Professional Development and Appraisal System (PDAS) or adopt a recommended appraisal process. The criteria must address a teacher's implementation of discipline management procedures and the performance of the teacher's students.

### **FINDING**

Approximately five years ago, SAISD established a Teacher Appraisal Design and Implementation Committee (TADIC) to develop a teacher appraisal system to replace the Texas Teacher Appraisal System (TTAS). The committee, consisting of about 25 members (principals, assistant

principals, teachers, professional staff and parents), began laying a foundation for future expectations of teachers.

The committee's recommendation at first was to continue to use the Texas Teacher Appraisal System (TTAS) and add a student performance component to TTAS. After some consideration, however, the committee recommended that Professional Development and Appraisal Systems (PDAS) was as comprehensive as a system as they could develop considering the inordinate amount of time it might take to create a different system. Thus, the committee recommended using PDAS as the foundation with modifications in specific areas such as the teacher's self-assessment, observation schedules and student performance. Approved by the board in May 1998, the system is known as the San Antonio Independent School District Teacher Appraisal System (TAS). Well-written, detailed and documented procedures direct the evaluation of teachers.

New teachers to the district are required to attend a five-hour orientation session if they have not been appraised under the Professional Development and Appraisal Systems (PDAS). Those teachers who have been evaluated under PDAS are required to attend a one-hour overview of the system.

Teachers are scored using the following categories:

- exceeds expectations
- proficient
- below expectations
- unsatisfactory.

Classified employees are scored using the following categories:

- exceeds expectations
- meets expectations
- needs improvement
- unsatisfactory.

The appraisal instrument for support personnel (administrative support, instructional support and professional support) are evaluated in eight areas. Ratings for these employees include excels, good/expected, minimally acceptable and unacceptable.

If a teacher or principal receive an unsatisfactory in any one area or criteria, an improvement plan is required. The personnel officer in Human Resources Department, who oversees the appraisal system, works with and assists principals in developing an improvement plan for the

employee. Other employees who receive unsatisfactory ratings also are required to have an improvement plan which provides guidance to employee growth toward better performance. Appraisal instruments for other categories of employees differ somewhat in format and content. Classified personnel performance appraisals cover 14 performance criteria.

**Exhibit 4-18** provides the number of teachers, paraprofessionals, classified and other employees who were on improvement plans in 1998-99. Last year, 89 teachers were on intervention plans, which is about 2 percent of the total teachers in the district.

**Exhibit 4-18**  
**San Antonio Independent School District**  
**Number of Employees on Intervention Plans**  
**1998-99 School Year**

<b>School Level</b>	<b>Teacher</b>	<b>Paraprofessional</b>	<b>Classified</b>	<b>Other<sup>1</sup></b>
High	8	10	0	0
Middle	24	16	0	0
Elementary	57	13	3	2
<b>Total</b>	<b>89</b>	<b>39</b>	<b>3</b>	<b>2</b>

*Source: Human Resources Department, September 1999*

<sup>1</sup>Administrators, Instructional Guides, Counselors

Personnel staff stated that all employee appraisals from the schools and departments were returned for the past school year and filed. For contract renewals, all appraisals must be verified and on file.

An unusual function of the Human Resources Department is the role of the personnel officer overseeing the appraisal system. This officer serves as chair of the TADIC committee, oversees the appraisal system, is responsible for seeing that new teachers are oriented, monitors the program, develops a questionnaire evaluating the system and has created and developed many of the written documented procedures. Not many human resources departments reviewed previously have played as large a role as SAISD in the appraisal system.

**COMMENDATION**

**SAISD has a well-defined appraisal system to meet the guidelines set by the State of Texas.**



# Chapter 4

## PERSONNEL MANAGEMENT

### RECORDS MANAGEMENT

The Human Resources Department is responsible for maintaining efficient, accurate and up-to-date employee personnel files and taking the necessary measures to protect the confidentiality of these files.

The following documentation is maintained in an employee's personnel file:

- employee's application;
- copy of employee's drivers license and social security card;
- oath of office;
- state required service record;
- transcripts;
- certificates;
- contract;
- personnel change forms (transfers, notice of appointment, promotion);
- I-9 form for citizenship;
- health exam signed by doctor;
- signed form that a copy of selected personnel policies had been received;
- criminal check clearance; and
- personal data.

### FINDING

Microfilming paraprofessional files and employee appraisals is contracted out to Employment Connections, a division of the Center for Health Care Services Document Management Services (CHCS). The district has contracted with this agency for the past 10 years and recently signed a contract for the next 12 months at a cost of \$33,672.

Employment Connections provides transitional support and services for disabled adults who are trained in document management processes and ongoing administrative support. The microfilming of appraisals and paraprofessional files, the current priority, is conducted in the Human Resources Department. Each of the four individuals assigned by Employment Connections to work at the district provide a 20-hour workweek with one day off per week. The traditional equipment used is a camera, jacket loader, reader/printer and a duplicator.

A crew leader oversees the employees in their duties and acts as a spokesperson whenever supplies or information are needed to complete the microfilming. A crew supervisor from CHCS works 10 hours a week to check on the employees' overall progress. A personnel officer in the department monitors the program.

Personnel files of all employees who have resigned, retired or terminated are microfilmed. Before microfilming, however, these employees are given the opportunity to collect particular documents in their files. Once the microfilming has taken place, files are destroyed.

## **COMMENDATION**

**Outsourcing microfilming of employee files helps to provide the resources needed to satisfy SAISD's document management needs at a relatively low cost.**

## **FINDING**

Employee personnel files in the Human Resources Department are not maintained in one location due to limited space in the department's main facility. A vault holds professional employee files and a file cabinet contains paraprofessional files in the main facility; file cabinets in the classified annex hold classified employee files. Because of the limited space in Human Resources, the district has been microfilming paraprofessional records to reduce the demand for storage space. Inactive files also are microfilmed and stored in Human Resources.

TSPR examined a random sample of employee personnel files and found the files in order and complete. The files are paper envelopes in which employee papers are kept. Human Resources investigated the possibility of imaging employee records two years ago to determine if the space problem might be alleviated. The Winocular imaging system was examined and demonstrated. However, because of budget restraints, no further action has been taken; although the consideration of such a system in the future has not been dismissed.

Annual appraisals are not maintained in the employee's personnel file, but are filed elsewhere in the department. The appraisals are kept on file for one year and then microfilmed.

The dispersed nature of employee records is a problem. While the records appear to be secured, TSPR could not determine how these records are kept or maintained. No procedure was apparent for reviewing files as is the case in many districts where a file clerk maintains records. The files

are not in fireproof cabinets, except for professional employee files that are stored in a vault.

**Recommendation 62:**

**Consolidate all employee personnel files and establish procedures for their maintenance and security.**

While the purchase of imaging equipment may not be feasible at this time, the Human Resources Department should make efforts to maintain employee personnel files in one location, where access would be limited. One of the vacant offices in Human Resources' main facility could be converted into a storage room to store paraprofessional files and administrative professional files with a door and filing cabinets, which could be locked. A clerk should be appointed to oversee the maintenance of these files and a procedure should be developed for staff checking out files.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The executive director of Human Resources and administrative staff consider how to better store employee files, how other space in the department could be used to store records and a procedure for accessing these files.	May 2000
2.	The executive director of Human Resources appoints one of the department clerks to oversee the maintenance of personnel records once the procedure and plan for storage has been resolved.	January 2001
3.	A clerk in the Human Resource Department oversees the maintenance and storage of personnel records and ensures that those personnel record files that need to be relocated within the department are relocated.	June 2001

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

# Chapter 4

## PERSONNEL MANAGEMENT

### STAFF DEVELOPMENT

State law requires all Texas school districts to provide professional development and training to their employees. While staff development has always been part of the district's focus, starting in 1995-96, SAISD took steps to challenge some of the traditional beliefs and attitudes about staff development and what it should be and do. The district's vision is to be, "the first urban school district where all students achieve above state and national standards, exhibit personal growth and serve others in the community." To make that vision a reality, SAISD has as one of its five major goals the "building of an infrastructure for professional development."

The department responsible for building an infrastructure for professional development was the Department of District Initiatives under the Planning, Change Management and Technology Network. Staff development became a part of this department and was overseen by a director and one support staff member.

In 1995-96, the development of an infrastructure for professional development involved four components:

- development of a parent and community connection;
- development of the position of instructional guide;
- technology for professional development; and
- communication.

Out of these four components grew such efforts as:

- the Parent and Community Partnership Network;
- positions for instructional guides;
- the purchase of computers and printers; and
- a teacher journal "One by One."

The initiative was supported by Rockefeller grant money and was governed by an Infrastructure Design Team. During 1996-97, the Resource Guide for School Improvement was published to have all of the district's goals, priorities and professional development initiatives described in one publication. The Instruction Leadership Teams provided a copy of the guide to each school. The guide was shelved in 1998-99 and is no longer being maintained.

The Region 20 Education Service Center provides many programs and services for teachers and professional staff in the region. Programs and course offerings are listed in catalogs along with the dates of delivery, fees, presenter's name and summary of content. Educational areas in which services are provided to the districts are administrative, business support, curriculum/instruction and assessment, health and safety, professional development and specialized service. Among the items that Region 20 offers, SAISD uses the computer system.

A new professional development program offered by the district is the Leadership Development Academy. Designed last year for district staff who want to pursue a career in administration, the program provides training for teachers and administrative assistants who are interested in becoming a principal or an assistant principal. Current principals and assistant principals serve as trainers. Approximately six training sessions per year are held after school for four hours. The program is in its second year. Staff registering for the program must have a mid-management certificate.

During 1998-99 school year, more than 100 staff members registered for the program, and approximately 30 completed the Level I program. Level I training consisted of five administrative training strands - Leadership, Curriculum and Instruction, Technology, Parent and Community Relationships and Career Development. The 30 staff members who completed the Level I program are now entering the Level II program. Class members in Level II will concentrate on one or two strands. Planned for Level III is an internship program at the school level, which is in the initial stages of development. An area executive director administers the Leadership Development Academy. At the end of the first year of training, Region 20 evaluated the program and decided to continue the program.

## **FINDING**

In 1998-99 school year, the Division of Curriculum and School Support piloted a professional development program for elementary schools based on national standards. Depending on the discipline, leadership teams were set up to help train one or two lead teachers from each school who would, in turn, train teachers in their schools using modules developed by the Division of Curriculum and School Support. The modules were based on the national standards.

This Train-the-Trainer model is now being implemented throughout all elementary and secondary schools. The lead teacher is paid a supplement of \$1,000; the district provides materials. The entire process involves peer observation and peer monitoring with the lead teachers serving as models to other teachers. Professional development for teachers that is being

administered by the Division of Curriculum and School Support is integrating the delivery of services into the curriculum framework at the school level.

All other staff development for various categories of employees is conducted out of the individual departments such as Food Services and Transportation. No staff development is offered for paraprofessionals (secretaries and clerk), but an incentive is provided to paraprofessionals to continue their education. The district provides tuition for paraprofessionals who pursue an education in teaching. Community liaisons also receive training.

No districtwide staff development budget exists. Departments or schools incur the expense of delivery of staff development services to staff.

### **COMMENDATION**

**SAISD is providing staff development that is site-based and financed by the individual schools and departments.**

### **FINDING**

The Division of Curriculum and School Support serves as a clearinghouse for staff development activities scheduled for teachers, non-administrative and administrative staff. But the district does not track training or course attendance. Although TSPR was told that individual departments and schools track the professional development activities of their employees, the lack of a centralized tracking system makes it more difficult to record professional development accurately. The void creates problems when employees leave the district or transfer to other schools or departments.

### **Recommendation 63:**

**Create a system to track employee training and make the system accessible throughout the district.**

This tracking system should enable principals and supervisors to determine whether an employee has attended a particular training class and should help employees to keep track of their own professional development hours. The Division of Curriculum and School Support should implement the recommended tracking process.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent instructs the director of the Technology Department to develop an automated tracking system for	September 2000
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	recording training hours.	
2.	The executive director of Human Resources and principals work with the Technology Department to define system needs and control.	October 2000 - February 2001
3.	The director of the Technology Department designs and the Division of Curriculum and School Support implements a district tracking system for training activities.	August 2001

### **FISCAL IMPACT**

This recommendation could be implemented with existing resources.

# Chapter 5

## FACILITIES USE AND MANAGEMENT

This chapter reviews San Antonio Independent School District's (SAISD's) facilities use and management in seven sections:

- A. Organization and Management
- B. Facilities Planning
- C. Current and Projected Facility Use
- D. Facilities Design and Construction
- E. Plant Operations and Maintenance
- F. Energy Management
- G. Property Management

A comprehensive facilities management program should coordinate all the district's physical resources and effectively integrate facilities planning in all other aspects of institutional planning. Plant operations and maintenance staff should be involved in design and construction, and construction management personnel should be knowledgeable about operations and maintenance. To be effective, facilities managers also must be involved in the district's strategic planning.

The facilities and construction management departments must operate under clearly defined policies and procedures, and activities must be monitored to accommodate changes in the district's resources and needs.

### **ORGANIZATION AND MANAGEMENT**

SAISD's facilities are managed through two separate departments, Plant Services and Construction Management. Within the Plant Services Department are separate directors for maintenance and custodial services. While the custodial services are managed through this department, the supervision of custodians has recently been placed under school principals.

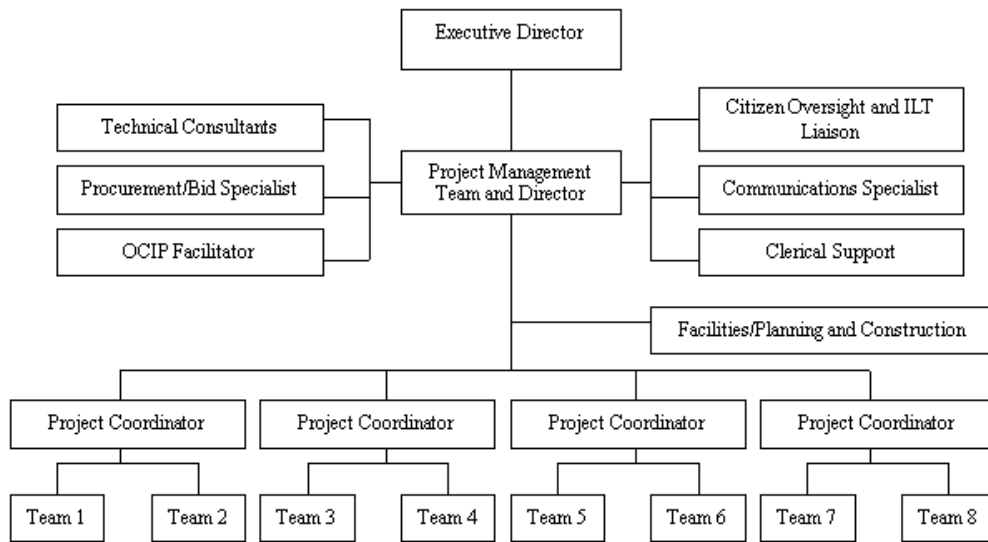
The district separated the Construction Management Department from the Plant Services Department when the construction bond issue was passed in September 1997. The bond issue, which at the time it was passed was the largest school district bond issue in the state's history, authorized the issuance of \$483,475,000 for the construction of 18 new schools, 60 physical education facilities, 74 additions to existing schools, 52 renovations to comply with the Americans with Disabilities Act (ADA), and land acquisition for 12 schools.



The board decided to separate the departments to create a separate division focused on completing the planned construction projects. The board preferred to manage the construction in-house rather than to hire a construction manager. The idea was to combine the district staff to oversee the entire project with team leaders for individual projects. The district selected team leaders from among architectural firms that had submitted proposals to the district.

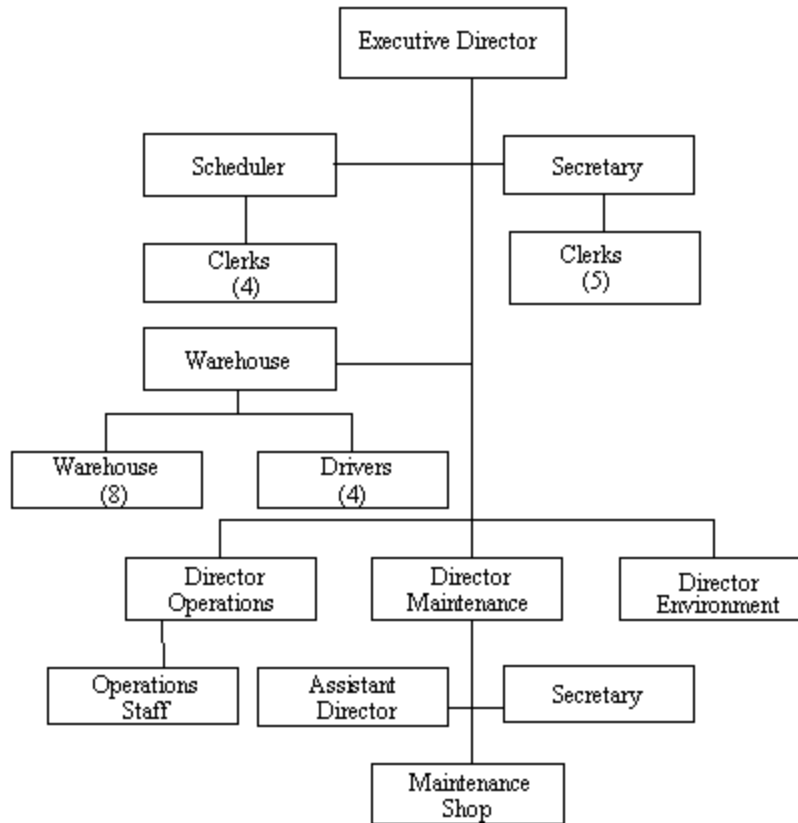
**Exhibits 5-1** and **5-2** show the organizational structure for the Construction Management Department and Plant Services Department, respectively.

**Exhibit 5-1  
SAISD Construction Management Department Organization**



*Source: SAISD, Construction Management, 1999.*

**Exhibit 5-2**  
**SAISD Plant Services Department Organization**



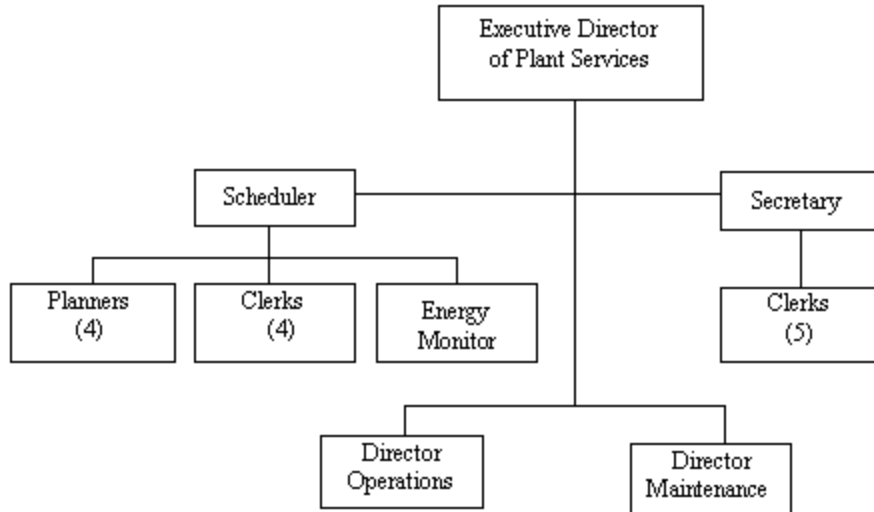
*Source: SAISD, Plant Services, 1999.*

The executive executive director of Plant Services has proposed a new structure for that department to reduce the number of staff over time, while more effectively using the manpower available and accommodating the expected retirement of some current employees. The specific changes proposed include:

- merging eight shops, then merging the electronic shop with plumbing;
- eliminating the assistant director position;
- eliminating the environmental director position; and
- reassignment of the warehouse to a third party.

Ultimately, the organizational changes would increase staff by 13 employees, three in management and 10 employees assigned to the shops. **Exhibit 5-3** shows the proposed organizational structure.

**Exhibit 5-3**  
**Proposed Organization Structure for the Plant Services Department**



*Source: SAISD, Plant Services, 1999.*

The proposed changes to the organizational structure are intended to:

- reduce the number of director positions;
- increase the number of planning positions to more efficiently carry out the department's functions by using four of the shop foremen as planners and combining the duties of the remaining shop foremen who are housed in the operations department;
- provide services to the construction management department; and
- streamline the operations of the department.

**FINDING**

Facilities operations are not organized efficiently. Two of the director positions (environment and assistant maintenance) are not fully used, while the other positions are over burdened. The director of Planning and Construction is supervising all foremen, while the assistant director is, in fact, responsible only for the fire safety program. In addition, interviews with staff in both departments (Plant Services and Construction Management) said there is little communication between them. Both staffs, however, readily admit there are numerous areas of mutual concern.

The Construction Management Department could benefit from the Plant Services foremen on topics such as standardization of materials, the type of materials that have proven to be durable, the mechanical systems that have proven to be most efficient. The Plant Services Department also could benefit from the expertise of the Construction Management staff on

subjects such as planning minor renovations, facility upgrades, or drafting assistance.

While the proposed changes attempt to address some of these issues, they do so over a five-step process which will likely take a number of years to implement (**Exhibit 5-4**). In addition, the changes do nothing to improve communication between the two departments.

**Exhibit 5-4  
Five-Step Process To Implement Proposed Organizational Chart**

Step	Changes
1	Current organizational structure: 14 foremen, four have assistants.
2	Four foremen should be assigned duties as planners; the eight shops will merge.
3	All employees should cross-train.
4	A conflict of interest occurs when a maintenance administrator supervises the operation of a maintenance warehouse. The same problem exists if the purchasing administrator oversees the warehouse where materials the administrator purchased are stored. The warehouse may be assigned to a third party. Physically, the warehouse should remain where it is now.
5	Final recommended organizational plan ( <b>Exhibit 5-3</b> ).

*Source: SAISD, Plant Services Department, 1999.*

This five-step process (as developed by the Plant Services Department) essentially provides the outline to reduce four foreman and reassign them as planners, the merging of the remaining shops and the re-training of employees. In addition, the process emphasizes the need to avoid a possible conflict of interest by assigning the warehouse function to a third party.

**Recommendation 64:**

**Combine the Plant Services and Construction Management Departments.**

This consolidation will reduce the overall number of director positions by two, eliminating the director for environment and the assistant director for maintenance. There will also be a director for construction management along with the addition of an energy monitor and planners as discussed above. These positions will be necessary in order to carry out the plant services operations, construction management and the energy management

functions. The planner positions will be staffed from the reduced number of foreman. The combination would result in a more efficient department with improved communications. Position descriptions for the new energy monitor and the new planners must be developed upon completion of the combined organizational structure.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The executive directors of Plant Services and Construction Management develop the proposed organizational chart combining the two departments.	July 2000
2.	The executive directors of the two departments develop position descriptions for all new positions included in the combined organizational chart. Specifically, position descriptions will be necessary for the new planning positions and the energy monitor.	July 2000
3.	The executive director of the Plant Services submits the proposed organizational chart to the board for approval.	September 2000
4.	The executive director of the Plant Services implements new organizational plan.	September 2000
5.	The executive directors of the Plant Services and the executive of Construction Management use the position descriptions in determining the individuals to fill new positions.	September 2000

**FISCAL IMPACT**

Eliminating two director positions will produce an annual savings of \$116,244. The base salary of each of the directors (classification B-5) is \$50,541 with a 15-percent benefits rate. The total salary plus benefits for each director is \$58,122 times two for a total savings of \$116,244 per year.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Combine the Plant Services and Construction Management Departments.	\$116,244	\$116,244	\$116,244	\$116,244	\$116,244

# Chapter 5

## FACILITIES USE AND MANAGEMENT

### FACILITIES PLANNING

Effectively managing a school district's facilities requires a sound facilities planning process that includes each of the following items:

- an appropriate organizational structure to coordinate and control the planning process;
- an accurate needs assessment to identify both current and future requirements which includes each of the components listed below;
- valid demographic statistics including reliable estimates of future enrollments and geographic trends;
- an up-to-date inventory of existing space by type of space;
- an established facility use rate and space guidelines;
- an established facility capacities;
- an educational program needs an assessment related to current facilities;
- a comparison of future space needs with current inventories by type of space to identify space shortages and surpluses;
- a school boundary analysis; and
- a transportation analysis.

To determine what improvements are necessary to the district's facilities, the district must first have the following components:

- facility needs assessment;
- accurate cost estimating;
- scheduling to match needs with planned improvements; and
- specific improvement plans for each school.

Facilities planning in the San Antonio Independent School District is conducted through the Construction Management Department. The planning program is organized entirely around completing the bond program passed by voters in 1997. The projects proposed are based on the findings of the facilities assessment program completed during the 1996-97 school year. This study evaluated the needs of all district facilities in each of the following categories:

- Category 1: Safety, Health and Code Improvements
- Category 2: Instructional Improvements
- Category 3: Instructional Support Improvements

The assessment program provided cost estimates for improvements in each of the above categories and additional cost estimates for land purchase, asbestos removal, professional fees, and contingencies fees. The data provided the basis for the total bond proposal of \$483 million. Specific projects proposed in the bond were:

- 18 new schools;
- 60 physical education facilities (a major portion of the bond package provided that each elementary school would have a new covered physical education facility with connecting covered walks);
- 74 renovations/additions;
- 52 renovations to comply with the Americans with Disabilities Act; and
- land acquisition at 12 schools.

SAISD's planning function begins when a particular project as proposed in the bond program is assigned to a project coordinator. A project committee meets (including construction management staff, school site staff and community members) to review the proposed changes and make recommendations to the assigned architect. Existing design standards help guide the process and include many of the features of typical educational specifications. There are no educational specifications for each particular school, but rather standard educational specifications for similar buildings and projects.

## **FINDING**

The architectural firm of Saldaña and Associates completed an assessment of facility needs throughout the district during 1996-1997. This assessment served as the blueprint for prioritizing the bond program's facility needs.

Steps in the assessment program included:

- a review of the previous assessment (completed in 1992) to determine which projects had been completed and which projects from that study were still relevant;
- an on-site review of all facilities to evaluate the current condition of the building and determine the needs in each of the identified categories (health & safety, instructional improvements, instructional support improvements);
- a review of the needs with each school's instructional leadership team; and
- a review of the needs by the Citizen's Advisory Committee.

The completion of the above steps resulted in the Citizen's Advisory Committee recommendation to the board on July 14, 1997. The board, in turn, held a series of work sessions and called for the bond election to be held in September 1997.

A consistent evaluation system and estimates of facility needs, both in terms of projects necessary and the probable costs resulted from this effort. This level of detail allowed the district to provide complete information to the SAISD voters and was a major component of the successful bond campaign. In addition, the data helps develop educational specifications for each project.

## **COMMENDATION**

**The process used to assess facility needs and develop the bond proposal provided a detailed estimate of facility needs throughout the district.**

## **FINDING**

The process required before the board makes its final decisions on specific improvements involves the local school and community. In fact, 71 percent of principals and assistant principals, 52 percent of teachers, and 56 percent of parents surveyed by TSPR agree or strongly agree they provide input into facility planning.

There is no formal system in place, however, to ensure projects meet educational program needs. While the district has ensured that project committees discuss the plans for a particular project, the committees do not have districtwide educational specifications to help guide their decision-making process.

For example, the board decided to add a physical education facility at each elementary school. Educational specifications could define the educational program being planned, such as the type of physical activity programs that are to be included in the curriculum. This kind of information could help guide project committees in their discussions of the specifics of their projects. These specifics would include the:

- number of users;
- staff involved;
- proposed program, classroom and student groupings;
- relationship to other instructional areas;
- environmental variables (e.g., lighting, windows, particular cooling needs);
- storage requirements; and



- display requirements (e.g., student projects, awards, or information).

With a large scale project, such as the bond program in SAISD, many projects are similar and could benefit from the development of educational specification guidelines. In addition, the regular, ongoing process of facility improvements after the bond program is completed will require the consistency that occurs through the development of educational specifications.

### **Recommendation 65:**

#### **Hire an educational facilities planner and develop guidelines for developing educational specifications for each major construction project.**

A facilities planner would allow the district to develop and regularly update educational specifications as well as improve communications between the construction management department and the educational staff. The educational facilities planner should be housed in the Construction Management Department. The specific duties of the planner should include:

- developing guidelines to provide the framework for developing educational specifications;
- helping form educational specification committees;
- interpreting standards that guide the development of educational specifications; and
- helping committees develop educational specifications.

The guidelines should include:

- the role of Construction Management, the project architect, and the Educational Specification Committee in the development of educational specifications;
- components to be included in the educational specification document such as project rationale, community description, planned educational program, and instructional area descriptions;
- the essential facility components that each school must include such as libraries, gymnasiums, administrative space and classrooms; and
- space planning guidelines.

Committee members should include personnel representing the school, construction management, facilities operations, district administration, students, architect, and community members. The project committees'

responsibilities should include the development of school specific educational specifications that outline the specific program for the project. It will be important that the project specifications be based on the district guidelines for their schools.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The executive director of Construction Management prepares the job description for an educational facility planner with the specific duty of overseeing the educational specification process.	July 2000
2.	The superintendent recommends approval of the new position to the board, and the board approves the position.	July 2000
3.	The executive director of Construction Management fills the position of educational facility planner.	September 2000
4.	The executive director of Construction Management develops standard guidelines for elementary, middle, and high schools.	September 2000
5.	The principals appoint project specification committees for each major project.	October 2000
6.	The project committees complete the documents for each major project.	Ongoing

**FISCAL IMPACT**

A facility planner will require approximately \$63,227 per year in salary, benefits, and support. (Estimated salary of \$46,284, benefits of \$6,943 and support needs totaling \$10,000).

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Hire an educational facilities planner and develop guidelines for developing educational specifications for each major construction project.	(\$63,227)	(\$63,227)	(\$63,227)	(\$63,227)	(\$63,227)

# Chapter 5

## FACILITIES USE AND MANAGEMENT

### CURRENT AND PROJECTED FACILITY USE

Public school district officials are responsible for ensuring that they use their facilities effectively and efficiently. To ensure that facilities are properly used requires insightful planning as well as:

- a detailed facilities inventory;
- an assessment of facility needs for repair and renovation;
- an effective use of existing resources;
- an effective use of temporary buildings; and
- clear and effective policies and procedures governing the use of facilities; boundary changes and consolidations.

**Exhibit 5-5** provides the information on each school in the San Antonio Independent School District.

**Exhibit 5-5  
Summary of Facility Utilization**

School	1999-00 Enrollment	Square Footage Permanent Buildings	Square Footage Portables	Existing Total Square Footage	Existing Square Footage per student	Square Footage to be Added	New Total Permanent Square Footage *	New Permanent Square Footage Per Pupil
<i>Elementary Schools</i>								
Arnold Elementary	416	24,071	7,501	31,572	76	21,500	45,571	109.5
Austin	250	27,183	1,608	28,791	115	12,065	39,248	157.0
Ball	495	30,277	8,075	38,352	77	38,240	68,517	138.4
Barkley	245	36,704	0	36,704	150	36,204	TBC	N/A
Baskin	466	21,549	7,598	29,147	63	32,015	53,564	114.9
Beacon Hill	550	71,552	0	71,552	130	63,000	71,000	129.1
Bonham	309	47,950	0	47,950	155	4,140	52,090	168.6
Bowden	609	67,753	4,608	72,361	119	16,040	83,793	137.6
Collins Garden	790	34,539	10,272	44,811	57	34,505	69,044	87.4
Cotton	520	21,226	11,862	33,088	64	29,980	51,206	98.5
Crockett	755	65,891	6,170	72,061	95	13,020	78,911	104.5

De Zavala	654	50,140	3,072	53,212	81	20,334	70,474	107.8
Douglass	350	53,842	0	53,842	154	6,000	59,842	171.0
Fenwick	416	47,070	1,598	48,668	117	6,970	54,040	129.9
Forbes	352	29,290	4,608	33,898	96	44,140	44,140	125.4
Foster	628	58,711	1,536	60,247	96	5,880	64,591	102.9
Franklin	551	25,286	8,126	33,412	61	65,880	65,880	119.6
Gates	666	50,591	1,536	52,127	78	24,315	74,906	112.5
Graebner	775	43,382	8,989	52,371	68	36,420	79,802	103.0
Green	375	13,551	9,638	23,189	62	21,000	34,551	92.1
Hawthorne	487	63,226	5,846	69,072	142	16,925	80,151	164.6
Herff	376	21,831	0	21,831	58	66,540	66,540	177.0
Highland Hills	716	36,168	9,269	45,437	63	30,665	66,833	93.3
Highland Park	689	37,237	11,816	49,053	71	33,615	70,852	102.8
Hillcrest	631	32,342	11,752	44,094	70	20,000	52,342	83.0
Hirsch	490	34,726	7,028	41,754	85	23,330	58,056	118.5
Huppertz	441	35,164	4,634	39,798	90	15,005	50,169	113.8
Japhet	548	52,591	7,732	60,323	110	25,615	78,206	142.7
Kelly	340	25,940	3,072	29,012	85	14,515	40,455	119.0
King	510	49,934	1,454	51,388	101	14,640	64,574	126.6
Knox	264	13,601	10,273	23,874	90	20,820	34,421	130.4
Lamar	367	15,215	12,991	28,206	77	36,930	52,145	142.1
Madison	592	26,798	9,130	35,928	61	55,220	82,018	138.5
Margil	488	57,982	0	57,982	119	60,880	60,880	124.8
Maverick	549	20,367	12,236	32,603	59	65,880	65,880	120.0
Miller	450	28,013	6,316	34,329	76	27,210	55,223	122.7
Neal	600	25,670	10,778	36,448	61	28,000	53,670	89.5
Nelson	408	19,532	13,637	33,169	81	60,220	79,752	195.5
Ogden	644	61,002	0	61,002	95	13,315	74,317	115.4
Pershing	450	33,970	7,375	41,345	92	27,470	61,440	136.5
Pfeiffer	276	36,871	6,223	43,094	156	17,960	54,831	198.7
Riverside Park	595	52,260	0	52,260	88	9,580	61,840	103.9
Rodriguez	383	29,613	1,368	30,981	81	12,880	42,493	110.9

Rogers	780	34,133	13,397	47,530	61	37,205	71,338	91.5
Ruiz	550	24,458	2,921	27,379	50	61,540	61,540	111.9
Schenck	750	52,872	4,549	57,421	77	20,180	73,052	97.4
Smith	641	47,280	8,769	56,049	87	27,785	75,065	117.1
Steele	475	19,282	10,476	29,758	63	22,000	41,282	86.9
Bowie	411	42,003	3,072	45,075	110	15,560	57,563	140.1
J.T. Brackenridge	819	89,086	0	89,086	109	13,560	102,646	125.3
Brewer	563	52,030	0	52,030	92	16,540	68,570	121.8
Briscoe	426	35,683	7,514	43,197	101	18,440	54,123	127.0
Burnet	640	36,365	7,733	44,098	69	36,365	TBC	N/A
Cameron	235	26,184	2,999	29,183	124	12,720	38,904	165.5
Carroll	413	81,863	0	81,863	198	7,200	89,063	215.6
Carvajal	444	34,346	3,072	37,418	84	19,355	53,701	120.9
Stewart	554	35,953	6,170	42,123	76	17,950	53,903	97.3
Storm	541	44,702	1,444	46,146	85	14,215	58,917	108.9
Travis	395	24,659	7,005	31,664	80	32,075	56,734	143.6
Tynan	320	17,695	8,297	25,992	81	20,360	38,055	118.9
Washington	671	30,453	6,170	36,623	55	36,430	66,883	99.7
W. W. White	562	27,631	7,576	35,207	63	28,260	55,891	99.5
Wilson	550	22,716	13,093	35,809	65	65,880	65,880	119.8
Woodlawn	700	54,937	1,536	56,473	81	7,940	62,877	89.8
Woodlawn Hills	524	23,470	12,058	35,528	68	60,220	60,220	114.9
<b>Total Elementary Schools</b>	<b>33,430</b>	<b>2,488,412</b>	<b>377,578</b>	<b>2,865,990</b>	<b>86</b>	<b>1,820,643</b>	<b>3,874,465</b>	<b>115.9</b>

***Middle Schools***

Connell	800	83,121	5,976	89,097	111	134,390	134,390	168.0
Cooper	573	93,239	0	93,239	163	14,985	108,224	188.9
Davis	1,120	120,597	10,515	131,112	117	39,310	159,907	142.8
Harris	705	73,908	12,356	86,264	122	134,390	134,390	190.6

***Middle Schools***

Irving	1,022	131,465	1,536	133,001	130	4,320	135,785	132.9
M.L.King	600	84,942	1,563	86,505	144	24,735	109,677	182.8

Longfellow	900	92,175	5,934	98,109	109	20,330	112,505	125.0
Lowell	640	93,402	1,858	95,260	149	12,790	106,192	165.9
Mann	720	92,834	4,440	97,274	135	19,490	112,324	156.0
Page	800	72,726	9,025	81,751	102	34,760	107,486	134.4
Poe	850	111,184	0	111,184	131	0	111,184	130.8
Rhodes	575	79,861	0	79,861	139	17,980	97,841	170.2
Harry Rogers	900	82,664	7,707	90,371	100	25,365	108,029	120.0
Tafolla	1,305	177,720	0	177,720	136	1,400	179,120	137.3
Twain	945	71,524	28,466	99,990	106	145,000	145,000	153.4
Wheatley	876	76,490	0	76,490	87	185,470	140,000	159.8
Whittier	878	96,252	3,072	99,324	113	14,175	110,427	125.8
<b>Total Middle Schools</b>	<b>14,209</b>	<b>1,634,104</b>	<b>92,448</b>	<b>1,726,552</b>	<b>122</b>	<b>828,890</b>	<b>2,112,481</b>	<b>148.7</b>
<i>High Schools</i>								
Brackenridge	2,275	240,588	13,512	254,100	112	49,650	290,238	127.6
Burbank	1,510	221,626	4,416	226,042	150	25,300	246,926	163.5
Edison	1,750	247,695	3,020	250,715	143	35,003	282,698	161.5
Fox Tech	1,650	332,839	0	332,839	202	18,513	351,352	212.9
Highlands	2,126	248,825	7,680	256,505	121	34,790	283,615	133.4
Sam Houston	1,263	222,661	6,516	229,177	181	59,207	281,868	223.2
Jefferson	1,976	252,117	6,004	258,121	131	44,120	296,237	149.9
Lanier	1,682	281,343	5,979	287,322	171	35,213	316,556	188.2
<b>Total High Schools</b>	<b>14,232</b>	<b>2,047,694</b>	<b>47,127</b>	<b>2,094,821</b>	<b>147</b>	<b>301,796</b>	<b>2,349,490</b>	<b>165.1</b>
<i>Special Campuses</i>								
Alamo A.C.	**Varies	26,648	0	26,648	N/A	4,140	30,788	N/A
Gonzales A.C.	30	7,664	4,608	12,272	409	11,640	19,304	643.5
<i>Special Campuses</i>								
Navarro A.C.	180	19,132	1,536	20,668	115	11,340	30,472	169.3
Adelante Academy	**Varies	18,197	0	18,197	N/A	0	18,197	N/A
Pickett	**Varies	21,939	0	21,939	N/A	0	21,939	N/A

Academy									
<b>Total Special Campuses</b>	<b>210</b>	<b>93,580</b>	<b>6,144</b>	<b>99,724</b>	<b>475</b>	<b>27,120</b>	<b>120,700</b>	<b>574.8</b>	

*Source: SAISD, Construction Management Department, 1999.*

\* Less square footage demolished/abandoned, if any.

\*\*Alamo Achievement Center, Adelante Academy, and Pickett Academy are special campuses and have regularly changing enrollment. In these cases, no enrollment was placed in the corresponding columns that rely on enrollment to complete the formula.

## FINDING

The current average square footage per pupil in SAISD schools is 84 square feet at elementary schools, 122 square feet at middle schools, and 147 square feet at high schools. **Exhibit 5-6** compares information with regional averages and shows the changes that will occur when the a bond issue changes are completed.

**Exhibit 5-6**  
**Average Square Footage in SAISD Schools**

<b>School Level</b>	<b>Current Average Square Feet per Pupil</b>	<b>Average Square Feet per Pupil After Completion of Bond Projects</b>	<b>Regional Average Square Feet per Pupil</b>
Elementary	84	116	105
Middle	122	149	137
High	147	165	150

*Source: SAISD, Construction Management Department, 1999.*

**Exhibit 5-6** shows that while the current square footage per pupil in SAISD falls below the regional averages at each school level, the bond additions will alleviate this space shortage as well as provide space for future growth. The small amount of space per pupil available, particularly at the elementary and middle school levels, is being addressed, the schools

with the highest level of portable classroom usage will see relief and there will be room for future enrollment growth.

## COMMENDATION

**SAISD is addressing the district's most pressing needs for additional space through the bond program improvements.**

## FINDING

**Exhibit 5-7** provides a review of portable classroom use in the SAISD.

### Exhibit 5-7

#### Summary of Portable Classroom Usage

School Level	Total Square Footage	Portable Square Footage	Percentage
Elementary	2,865,990	377,578	13.2
Middle	1,726,552	92,448	5.4
High	2,094,821	6,144	0.3

*Source: SAISD, Construction Management, 1999.*

Portable classroom use varies widely. While some schools have no portable classrooms, over 40 percent of the class room space at three schools (Knox, Lamar, and Nelson Elementary Schools) is in portables. Temporary classrooms are a common feature of American schools, but they are usually erected to meet enrollment fluctuations or to house temporary programs. Nationally, the average square footage of portables is 10 percent of the total gross square footage at the elementary level and 5 percent at the middle school and high school level. While the totals in the SAISD fall within or near these averages (and will be reduced at all schools after the completion of bond projects), there is no district policy on the use, placement, and/or removal of portable classrooms.

### **Recommendation 66:**

#### **Establish a policy governing portable classrooms.**

The policy should recognize the effects on the educational program and the possible overuse of common facilities (e.g., library, cafeteria, or restrooms). The policy should also provide guidelines regarding placing and removing portable classrooms.



## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The facilities planner meets with school personnel, facilities staff, and district administrative staff to prepare policy on portable classrooms.	July - October 2000
2.	Upon completion of the draft policy the planner submits it to the executive director of plant services for review.	November 2000
3.	The executive director of Construction Management submits the policy to the superintendent for review.	December 2000
4.	The superintendent recommends policy to board.	January 2001
5.	The facilities department personnel uses the policy to guide decisions regarding the placement and removal of portable classrooms.	Ongoing beginning January 2001

## FISCAL IMPACT

The recommendation could be accomplished with existing resources.

## FINDING

*The Guide for Planning Educational Facilities*, published by the Council of Educational Facility Planners, International, identifies the following factors that determine the amount of each type of space that a school district will need:

- enrollment;
- the programs offered by the district and the enrollment in each type of program;
- the estimates of space demands by each program at each school; and
- the efficiency with which each school district plans to use its facilities.

The Construction Management Department has little data on the programs offered, the estimates of space demand by each program and the efficiency of use. Upon completion of the bond projects, all schools' priority needs will have been addressed, but the district will still be without the tools to analyze where boundary shifts can help meet the space needs and where portable classrooms and additions are most needed.

### **Recommendation 67:**

**Compile and maintain an accurate space inventory for each school using a standardized process.**

The inventory database should be maintained in a Computer Aided Drafting (CAD) system where it can be aligned with the actual floor plans of each school. A complete and detailed inventory will enable the district to assess the level of facility use at each school. Measures can then be taken to limit or add enrollment when appropriate.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The facilities planner establishes a room inventory database embedded in a CAD system.	Beginning 2001-02 year
2.	The facilities planner annually updates the inventory.	Upon completion of bond projects

**FISCAL IMPACT**

The recommendation could be accomplished with existing resources with the addition of the facilities planner position.

**FINDING**

SAISD has office and other support space located in a wide variety of facilities. **Exhibit 5-8** below provides the summary of the total space owned.

**Exhibit 5-8  
Summary of SAISD Support Facilities  
1999-2000**

Facility	Square Feet Permanent Space	Square Feet Portable Space	Total Square Feet
<b><u>Administrative and Instructional Facilities:</u></b>			
Central Office	34,840	4,493	39,333
Purchasing Office & Warehouse	50,072	0	50,072
Milam Center	29,911	0	29,911
The Learning Community Center	11,594	3,072	14,666
R.O.T.C. Headquarters Bldg.	4,929	0	4,929
Student Support Network Bldg.	55,220	0	55,220
Child Care Center	22,532	0	22,532
Navarro Career Education Center	8,074	0	8,074

<b><i>Total Administrative and Instructional Facilities</i></b>	<b>217,172</b>	<b>7,565</b>	<b>224,737</b>
<b><u><i>Other Support Facilities:</i></u></b>			
Food Services	66,760	0	66,760
Plant Services	52,321	0	52,321
Surplus Warehouse	25,080	0	25,080
Plant Operation	8,000	0	8,000
Alamo Stadium & Convocation Center	77,482	0	77,482
<b><i>Total Other Support Facilities</i></b>	<b>152,161</b>	<b>0</b>	<b>152,161</b>
<b>Total Support Space</b>	<b>369,333</b>	<b>7,565</b>	<b>376,898</b>

*Source: SAISD Construction Services Department, 1999.*

The above total amount of support space appears to be high for a district the size of SAISD. It is impossible, however, to fully evaluate the excess space until a study of current use is completed.

**Recommendation 68:**

**Conduct a space utilization study of the district's support space.**

The amount of square footage for support space in the SAISD appears high, and there is a likelihood that some spaces could be combined and/or eliminated. Conducting a space utilization study of all district support space should provide appropriate recommendations about the most efficient future use.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The executive director of Plant Services prepares a Request for Proposal to conduct a space utilization study of SAISD support space.	September 2000
2.	The executive director of Plant Services issues an RFP, evaluates responses and recommends a firm.	October-November 2000
3.	The board approves the contracted study.	December 2000
4.	A successful contractor conducts the study.	January 2000 - April 2001
5.	The district administrators discuss results and make appropriate changes regarding the elimination of space.	May 2001

**FISCAL IMPACT**

The cost of conducting a space utilization study of district support space should be approximately \$40,000.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Conduct a space utilization study of the district's support space.	(\$40,000)	\$0	\$0	\$0	\$0

# Chapter 5

## FACILITIES USE AND MANAGEMENT

### FACILITIES DESIGN AND CONSTRUCTION

The mission of the typical design and construction department is to provide new and modernized facilities that meet the needs of students at the lowest possible cost. The specific goals of a design and construction department are to:

- establish a policy and framework for long-range facility planning;
- use valid enrollment projections on which to base estimates of future needs for sites and facilities;
- select and acquire proper school sites and to time their acquisition to precede actual need while trying to avoid wasting space;
- determine the student capacity and educational adequacy of existing facilities and to evaluate alternatives to new construction;
- develop educational specifications that describe the educational program and from which the architect can design a functional facility;
- secure architectural services to assist in planning and constructing facilities;
- develop a capital planning budget that balances facility needs, expenditures necessary to meet those needs, and how expenditures will be financed;
- translate the architectural plans into a quality school building and to do so within the budget and time scheduled; and
- establish and carry out an orientation program so that users of the facility can better understand the design rationale and become familiar with how the building is designed to work.

Facilities design and construction in SAISD is coordinated entirely through the Construction Management Department. The department, as it now exists, was formed in October 1995 in anticipation of funding for a major construction program. Before the 1997 bond was passed, the department was responsible for developing priorities including a review of the process that had been used to develop an earlier facility needs listing.

Starting from the 1991 priority listing (which was developed for a bond issue in 1992 that ultimately failed), the department completed four steps.

1. The department eliminated projects that had been completed and added new needs to develop draft one of the facilities plan. This move increased the original total estimate of need from the \$211,000,000-proposed in 1991-to \$354,000,000.

2. The department formed the Citizen's Advisory Committee and used its help to take the draft to the schools to gather input. This process brought the new total to \$473,000,000.
3. The department secured the Citizen's Advisory Committee approval through a process of meeting with the committee and evaluating the needs. This step brought the total estimate of need to \$495,000,000.
4. Finally, the department presented the proposed facility plan to the board. The board changed the total estimate to \$483,000,000 and presented the plan to the voters who passed the plan in September 1997.

The breakdown of the expenditures included in the plan are provided in **Exhibit 5-9**.

**Exhibit 5-9  
Facilities Assessment Program Expenditures**

<b>Category</b>	<b>Description</b>	<b>Proposed Expenditures</b>
Safety, Health and Code Improvements	Projects completed so that SAISD buildings and campuses will meet the newest code requirements for schools, including ADA requirements for accessibility.	\$32,406,074
Instructional Improvements	Classrooms, libraries, gymnasiums, and rooms for subjects such as music, fine arts, special education, and computer education. New Schools are also included in this category.	\$320,952,839
Instructional Support Improvements	Health clinics, cafeterias and kitchens, offices, restrooms, storage space, hallways and stairways, parking lots and playgrounds, and other general improvements.	\$32,623,231
Contingency, Escalation, Testing and Surveys	A contingency of 5 percent is included for each school. An amount to cover escalation is also figured at 5 percent. Materials testing is estimated at \$7,500 each. Surveys and soil exploration is estimated at \$7,500 each.	\$39,596,704
Land Acquisition for Construction	Land that is purchased to make room for construction at some campuses and land that will be needed for the proposed new elementary school.	\$11,958,117

Asbestos Removal	These funds are included to cover the cost of removing any material containing asbestos that may be exposed during construction or remodeling work.	\$7,000,000
Professional Fees	Fees paid to architect and engineers.	\$34,046,308
Bond Issuance	Cost of Issuing and Marketing Bonds	\$4,891,727
<b>Total</b>		<b>\$483,475,000</b>

*Source: SAISD, Construction Management Department, 1999.*

Upon passage of the bond resolution, the district discussed the alternatives for managing the construction process and decided to manage all projects in house through the Construction Management Department. The key roles in carrying out the management of the program were established and the process begun. These key roles are listed below.

- The role of the school board is to establish policy, approve its implementation, and receive feedback.
- The role of the superintendent is to participate in the bond program management, either directly or indirectly through his or her appointee, and provide oversight, advice, and authority to implement the bond program.
- The bond program management team was formed with the responsibility for monitoring the bond program's progress and recommending courses of action to ensure its satisfactory implementation.
- The Construction Management Department is responsible for the day-to-day implementation of the bond program. To carry out this responsibility, the department has been directed to fulfill the following mandates (in priority order):
  1. Complete work as described in the facilities assessment program.
  2. Provide the highest quality construction possible.
  3. Build and renovate schools within budget.
  4. Complete the bond program timely.

To implement these mandates, the department prepared a construction management plan that outlines the department's activities. The plan is divided by general planning activities, bond program activities, construction activities, and communication.

**Exhibits 5-10** and **5-11** show the level of detail that is included for the planning activities and construction activities, respectively. Similar levels

of detail were also prepared for the bond program activities and communications. This detail includes the definition of the activity, the responsible party, and the status of the activity.

**Exhibit 5-10**  
**Construction Management Plan - General Planning Activities**

<b>Project Management: General Planning Activities</b>			
<b>Activity</b>		<b>Responsible Parties</b>	<b>Status</b>
1.	Establish and Mobilize the Construction Management Network: Publish ads and employ the personnel in the organization chart according to need. Contract with consultants. Provide for separation of offices, personnel, and activities from the Plant Services Network. Establish management protocol, authority, communication, and expectations.	Executive Director of Construction Management	Activity Completed
2.	Project Management: Managers will meet weekly to establish policy, review progress, review funding and budgets, anticipate results, and direct the activities of the CMN.	Bond Program Management Team	Activity Ongoing
3.	Validation: Ratify and/or validate needs, commitments, funding, budgets, priorities, and compliance or performance dates.	Bond Program Management Team, Executive Director of Construction Management	Activity Ongoing
4.	Preliminary Schedules: Develop time lines and preliminary schedules for performance and funding.	Executive Director of Construction Management, Finance Network executive director	Activity Completed
5.	Affirmative Action Policy: Develop race neutral and constitutionally legal affirmative action policy.	Bond Program Management Team General Counsel	Activity Completed
6.	Design Delivery System: Develop the requirements and organizational	Executive Director of Construction	Activity Completed



	structure for the architectural design and contract administration teams.	Management	
7.	Insurance: Request SAISD Risk Management to evaluate and make recommendations regarding Owner-furnished Architect/Engineer professional liability insurance and Owner Controlled Insurance Program (OCIP). Refer to Attachment E.	Executive Director of Construction Management , Benefits & Risk Management	Activity Completed
8.	Surveying & Geo-Tech: Obtain property surveys and geo-technical data for each project before beginning design.	Executive Director of Construction Management Director of Engineering	Activity Completed
9.	Team Leader Selection & School Assignments: Solicit, receive, and evaluate RFQs from prospective architectural Team Leader firms. Develop a merit-based procedure to evaluate the qualifications of architectural firms. Select Team Leaders and Team Members and recommend their selection to the Board for approval. Award contracts to the selected Team Leaders.	Executive Director of Construction Management Construction Management Consultants SAISD Board	Activity Completed
10.	COC: Organize the Citizen's Oversight Committee and define its responsibility. Operationalize COC and provide staff support.	Finance Network Executive Director SAISD Board	Activity Completed
11.	Architectural & Engineering Contract: Develop a standard owner/architect agreement based on SAISD's experience and the AIA Standard Owner/Architect Agreement.	Executive Director of Construction Management	Activity Completed
12.	Construction Contract Conditions: Develop standards and general and special conditions for construction contracts.	Executive Director of Construction Management	Activity Completed
13.	Construction Market Evaluation: Investigate, evaluate, and determine the capability of the San Antonio construction industry to build the	Executive Director of Construction Management and Staff	Activity Ongoing; continually under

	facilities required by the Bond Program. Establish a work schedule based on this evaluation.		revision
14.	PE Facilities: Select an Architect to design standardized physical education Facilities for site adaptation. Schedule the design, bid and contract award in order to obligate five percent of the bond sale as required by IRS regulations.	Executive of Construction Management and Staff	Activity Completed
15.	Project Schedule: Develop a project delivery schedule for the entire Bond Program.	Executive Director of Construction Management Bond Program Management Team Construction Management Consultant	Activity Ongoing; continually weekly revision
16.	Project Procedures: Establish plan development, submission and review procedures.	Executive Director of Construction Management and Staff	Activity Completed
17.	Community Input: Modify plan submission and review procedures in order to include community input and COC review.	Executive Director of Construction Management and Staff	Activity Completed
18.	Bond Program Competition: Anticipate competition from other school bond programs and accelerate the selection of Architectural Teams to obligate local architectural resources. Refer to Attachment F.	Executive Director of Construction Management and Staff SAISD Board	Activity Completed
19.	Validation Committee: Establish Validation Committee to validate the Facilities Assessment Program and recommend the modifications necessary to accommodate enrollment changes and correct errors.	Executive Director of Construction Management Interim Superintendent Associate Superintendent	Committee established; Validation ongoing
20.	Project Bundling: Consult with the AGC, contractors, and construction sureties about (1) contracting for	Executive Director of Construction Management.	Activity Ongoing

	multiple projects and (2) their bonding when these projects have work staged over time, based on the payment for completed work on the first project, before starting work on a second or third project. Object is to mitigate inflation with a futures contract, obtain the economies associated with a long-term commitment, all without exceeding contractor's bonding capacity.	Construction Management Consultants	
21.	Management At-Risk Evaluation: Investigate to determine if Construction Management At-Risk can tap a national construction market and offer savings over competitive sealed proposals in contracts ranging from \$5,000,000 - \$20,000,000 dollars. Potential at-risk work would have a guaranteed cost, an adequate bond, a specific scope of work, design standards, and construction specifications in contract amounts exceeding \$100,000,000.	Executive Director of Construction Management, Construction Management Consultants, Bond Program Management Team	Activity Completed
22.	Interlocal Agreement: Participate in negotiations with City of San Antonio to develop an Interlocal Agreement to mitigate the cost of development, plan review, and permitting; simplify and expedite the processes; and provide for exchange of services. Establish procedures to implement the planning and permitting provisions of this Agreement.	General Counsel, Executive Director of Construction Management, Construction Management Consultants	Activity Completed
23.	Design Team Evaluation: Establish procedures for the evaluation of Team Leader and Team Member performance, commendations, reprimands and disciplinary action.	Executive Director of Construction Management	Activity Completed
24.	Team Leaders: Assign Phase III projects to the appropriate Team Leaders.	Executive Director of Construction Management, SAISD Board	Activity Completed
25.	Dispute Resolution: Establish	Executive Director	Activity In

	procedures regarding Team Leader or contractor disputes and their resolution.	of Construction Management, Bond Program Management Team	Progress
26.	Personnel: Review and update Project Coordinator's duties, procedures, reporting and schedules.	Executive Director of Construction Management	Activity Completed
27.	Real Estate: Review, evaluate, and update the anticipated requirements for additional land. Establish land acquisition procedures on a site by site basis.	Executive Director of Construction Management Real Estate Director Director of Engineering	Activity Completed
28.	Real Estate Procure the services of real estate appraisers and agents as required to facilitate land acquisition.	Executive Director of Construction Management, Real Estate Director, Director of Engineering	Activity Completed
29.	Cost Containment: Review Facilities Assessment Program for common support elements such as parking, cafeterias, furniture and equipment that could be grouped into separate procurement packages for implementation near the end of the Bond Program. If funding is not available in the Bond Program, such work could be the subject of separate funding in the year 2002.	Bond Program Management Team, Executive Director of Construction Management	Activity Completed
30.	Drainage Impact Fees: Determine the net increase in hard surface areas on school sites resulting from Bond Program construction and negotiate drainage fees in lieu of drainage studies with the City.	Director of Engineering	Activity Completed
31.	Furniture & Equipment: Transfer the development of furniture and equipment standards and associated procurement to the Plant Services Network.	Construction Management Department, Purchasing, Plant Services	Activity Completed

32.	Facilities Equipment: Monitor procurement and installation of SAISD-furnished equipment.	Construction Management Department, Plant Services, Purchasing	Activity Ongoing
33.	Occupancy of New Facilities: Upon award of Construction Contract, establish tentative occupancy date for the new facilities. Plan to avoid needing the facility before the contractor can readily finish the work.	Construction Management Department	Activity Ongoing
34.	Temporary Arrangement for Construction: Review and compare the facility needs at each campus with the construction requirements for the new facilities. Relocate students, provide temporary classrooms, or both as required.	Construction Management Department	Activity Ongoing
35.	Portable Buildings: Schedule and coordinate, with the Plant Services Network, the removal, relocation, and/or sale of portable buildings.	Construction Management Department, Plant Services	Activity Ongoing
36.	Village School Concept: Consider a new school pilot project that provides new core facilities in conjunction with existing modular buildings. Limit concept to areas subject to significant enrollment fluctuations.	Construction Management Department staff, Construction Management consultants	Activity Completed
37.	Bid Monitoring: Continually monitor and evaluate the bids received and the work contemplated by other districts for school facilities. Make detailed review of costs, quality, and scope of work.	Construction Management Department	Activity Ongoing
38.	Project & Personnel Management: Continually evaluate personnel performance, the need for additional personnel, and the elimination of unnecessary tasks.	Construction Management Department	Activity Ongoing
39.	Project Management: Based on defined expectations, monitor and evaluate projects. Criteria should include compliance with schedules and	Construction Management Department	Activity Ongoing

standards, conformity to budget and community acceptance.		
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*Source: SAISD, Construction Management Department, January, 2000.*

**Exhibit 5-11  
Construction Management Plan - Construction Activities**

<b>Project Management: Bond Program Activities</b>			
	<b>Activity</b>	<b>Responsible Parties</b>	<b>Status</b>
1.	Physical Education Facilities: Design standardized PE facilities for site adaptation.	Construction Management Department, Construction Management Consultants	Activity Completed
2.	Standardization of Equipment: Develop specifications for the delivery of major items of equipment and supplies for all applicable projects in the Bond Program.	Construction Management Department, Construction Management Consultants	Activity Completed
3.	Master Specifications: Develop master specifications for all projects to be adopted by design professionals and modified for individual projects.	Construction Management Department, Construction Management Consultants	Activity Completed
4.	Design Guidelines: Select qualified consultants to develop design criteria, standards, and specifications for facilities of comparable size and quality at each school campus. Approve documents and authorize the selected consultant to design a school addition in accordance with these documents in order to test the criteria.	Construction Management Department, Construction Management Consultants	Activity Completed
5.	Cost Containment: Accelerate the delivery of construction documents to permit the bidding of multiple projects with a combined value ranging from	Construction Management Department	Activity Completed

	\$12,000,000--\$20,000,000 dollars to determine if savings are associated with this delivery system.		
6.	Design Guideline Revisions: Evaluate design guidelines, standards and specifications based on bids received. Revise guidelines and standards as indicated.	Construction Management Department	Activity Ongoing
7.	Schematic Design Review: Establish criteria for schematic design presentations and review by Construction Management, the board, principal, leadership teams, & community.	Construction Management Department	Activity Completed
8.	Construction Document Review: Establish procedures for construction document presentations and review.	Construction Management Department	Activity Completed
9.	Standardization & Cost Containment: Develop specifications for the procurement of materials & items to be used on all projects in large quantities.	Construction Management Department, Construction Management Consultants	Activity Completed
10.	Competitive Sealed Proposals: Evaluate available construction delivery systems and select the most flexible system allowing for market competition. Establish proposal documents and selection procedures.	Construction Management Department	Activity Completed
11.	PE Facilities: Receive proposals and award contract for PE facilities in order to obligate five percent of the bond sale as required by IRS regulations.	Construction Management Department	Activity Completed
12.	Impact of Design Guidelines: Receive proposals to construct the school addition selected to evaluate the impact of the design standards, criteria, and specifications on the construction costs, and validate these requirements.	Construction Management Department	Activity Completed
13.	Pre-bidding of Equipment and Supplies: Obtain proposals for the delivery of	Construction Management	Activity Completed

	major items of equipment and supplies for all applicable projects in the Bond Program.	Department	
14.	Evaluation of Contractors: Adopt procedures to evaluate contractors submitting competitive sealed proposals, being careful to avoid a numerical weighting system that disregards the value of the lower price in favor of a preferred offeror.	Construction Management Department	Activity Completed
15.	Construction Policies and Procedures: Establish site visit/inspection program, schedules, Request for Information procedures and response time, and reporting procedures for team leaders, team members, consultants, field representatives, and project coordinators. Conduct training seminar.	Construction Management Department	Activity Completed
16.	Contractor Feedback: Establish procedures to obtain contractor feedback on quality of plans, construction costs & contract administration.	Construction Management Department	Activity in Progress
17.	Change Orders: Establish procedures for change order review, investigation, evaluation, justification, decisions, and accounting. Maintain records documenting the scope of the change order, justification for the work, justification as to why the work was not included in the contract, and whether the work could have been reasonably anticipated.	Construction Management Department	Activity Completed
18.	Confirmed Materials Delivery: Obtain proposals for the delivery of materials used in general construction for all applicable projects in the bond program.	Construction Management Department	Activity Completed
19.	Contract Documents: Establish policies and procedures to implement the submittal and review requirements of the contract documents for shop drawings, materials, and associated data.	Construction Management Department	Activity Completed



20.	City Processes: Monitor city permitting, code and certificate of occupancy inspection processes.	Construction Management Department	Activity Ongoing
21.	Evaluation of Systems: Establish policies, procedures, and record-keeping necessary to evaluate the testing and balancing reports and respond to data.	Construction Management Department, Construction Management Consultants	Activity To Be Accomplished
22.	Construction Closeout: Establish policies and procedures to implement project closeout, substantial completion inspections, final inspections, including the receipt of warranties, owner's records, etc.	Construction Management Department	Activity in Progress
23.	Commissioning: Establish policies and procedures to continually critique work in progress and implement the indicated action to improve product delivery.	Construction Management Department	Activity in Progress
24.	Quality Control: Establish policies and procedures to continually critique work in progress and implement the indicated action to improve product delivery.	Construction Management Department	Activity To Be Accomplished
25.	Policy for Contractor Deficiencies: Establish the necessary policies, procedures, and record-keeping to obtain prompt contractor responses to deficiencies discovered during the one-year warranty period and the year-end inspection.	Construction Management Department	Activity To Be Accomplished
26.	Construction Completion Projects: Develop and present completion report for each project.	Construction Management Department	Activity To Be Accomplished

*Source: SAISD, Construction Management, January 2000.*

## **FINDING**

The status of the construction management program shows that the projects have been kept within budget, but in many cases, the district has been forced to reduce the projects' scope. In most cases, the reduction has been prompted by unexpected or higher than expected costs.

Inflation and contingency factors of 5 percent have proven lower than anticipated. While the inflation in San Antonio has not reached 5 percent, the large amount of public and commercial construction in the area has created a shortage of qualified contractors, prompting cost increases higher than inflation. Moreover, with most of the projects involving renovations, the common contingency factor is in the range of 7-10 percent instead of the planned 5 percent.

The Construction Management Department provides a monthly status report to the board in the following detail.

1. The end-of-month status report provides the status of all assets and liabilities, the total by general category (e.g., land acquisition, construction, insurance, fees), the total appropriation, encumbrance, expenditure and balance for each project, and the detail financial statement for each project. This report allows the reader to quickly see the status of the bond program and determine where the funds have been spent.
2. A Gantt chart detailing the progress schedule for each project. This allows the reader, in graphic form, to review the progress of a particular project. It can easily be determined how much of the project has been completed and the expected schedule for additional improvements.
3. The status of all projects (summary of all projects and stages).
4. The overall status of bond projects by stage (summary of projects within a particular stage of construction).

**Exhibit 5-12** below shows the bond program's overall status as of the end of September 1999.

**Exhibit 5-12  
Status of SAISD Bond Program  
January 14, 2000**

<b>Bond Program and Supplemental Fund</b>		<b>Approximately \$500 million</b>
<b>Total Schools in the Bond Program</b>		<b>92</b>
Schools Held Back from Assignment (Burnet)		1
Schools in Pre-Planning Stage	Progressing On Hold	0 2
Schools in Schematic Design Stage	Progressing On Hold	18 3

Schools in Design Development Stage	Progressing On Hold	14 0
Schools in Working Document Stage	Progressing On Hold	13 1
Schools in Bidding Stage		6
Schools in Proposal Review & Award Stage		3
Schools Under Construction Contracts		31
PE Facilities Under Construction Contracts		21
PE Facilities Occupied		8
<b>Total Encumbrances &amp; Expenditures to Date</b>		<b>Approximately \$138.2 Million</b>

*Source: SAISD, Construction Management, January 2000.*

Information is readily available on the overall status of the bond projects and individual projects. Any citizen who wants to know the status of a particular project can, in easily understandable presentations, access the information desired by reviewing the four types of reports available.

#### **COMMENDATION**

**SAISD provides up-to-date, comprehensive reporting on the status of the bond program.**

#### **FINDING**

As with other areas of the bond program, SAISD has outlined the communications responsibilities. **Exhibit 5-13** outlines these responsibilities and their status.

#### **Exhibit 5-13 Construction Management Plan - Communication Activities**

<b>Project Management: Bond Program Activities</b>		
<b>Activity</b>	<b>Responsible Parties</b>	<b>Status</b>
1. Board Communications: Communicate with board via superintendent's Weekly Report, work sessions, board meetings, and Construction Management	Construction Management Department	Activity Ongoing

	Department briefings of individual board members.		
2.	City of San Antonio: Inform City on all Bond Program Projects. Continually up-date City on Bond Program projects.	Construction Management Department	Activity Ongoing
3.	Board Update: Within one year after bond passage, provide the Board a comprehensive Bond Program update.	Construction Management Department	1 <sup>st</sup> Update Completed Others To Be Scheduled
4.	Management Information: Provide board with Management and Financial Reports each month.	Construction Management Department, Finance Department	Activity Ongoing
5.	Board/COC/Staff Communications: Retain the services of a facilitator for a Board/COC/Staff work session.	Board of Trustees, Superintendent Construction Management Department	Activity Ongoing
6.	OCIP: Conduct seminar regarding Construction Management Department, OCIP, and the contractors' role regarding job safety.	Construction Management Department, Benefits & Risk Management	Activity Ongoing
7.	Community Involvement: Include community and COC input in design process.	Construction Management Department	Activity Ongoing
8.	Measuring Success: Identify board, staff, school, and community expectations and monitor success.	Construction Management Department	Activity To Be Accomplished
9.	Media Relations: Prepare and release information on Bond Program status, activities, issues & successes to the media.	Construction Management Department, SAISD Communications Office	Activity Ongoing

*Source: SAISD, Construction Management, 1999.*

While the information is readily available and the communications responsibilities have been identified, interviews with school staff, project

committee members, and the public reveal that the process of actually measuring the success and handling media relations (**Exhibit 5-13**, steps 8 and 9) have not been done. The results of the district staff survey indicate a lack of knowledge about the current status of the bond projects, particularly concerning the facilities that have been completed and have successfully provided the instructional spaces that were identified and planned.

**Recommendation 69:**

**Assign responsibility for the activities outlined in the communication activities section of the construction management plan, particularly the measuring of success and the media relations.**

As discussed above, the information regarding the status of construction is readily available, however, as demonstrated in the staff surveys and through interviews with staff and community, the dissemination of the information has been lacking. The status of the bond program and in particular, the successes that have occurred, should be more fully explained to staff and the community. Assigning specific responsibilities for these activities should help ensure the recommendation will be implemented.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The executive director of Construction Management identifies and outlines the areas of construction success and reports specifics to the board.	July 2000
2.	The SAISD Communications Office prepares and releases information on bond program status, activities, issues, and successes to the media.	July 2000

**FISCAL IMPACT**

This recommendation could be accomplished with existing resources.

**FINDING**

The SAISD process for selecting architects is unique. Eight lead architects have been selected who then form a team for each project. Based on a desire of the district to distribute work to the largest degree possible, a request for qualifications was solicited for architectural team leaders. Team leaders were to come from firms that have educational facility and management experience. From the 30 proposals received, eight team leaders were selected. Team leaders then participated in the selection of

three to five additional firms to be included on the design teams for their assigned projects.

This process has resulted in architectural teams that have a variety of experience and expertise, while ensuring the lead architect has a good deal of school facility experience. The following objectives have been realized.

- Project teams have discussed multiple options for solving specific problems.
- Creativity from different architects and architectural firms has been encouraged.
- A wide variety of area architects have been involved in the projects.
- Architects with a significant educational facility experience have helped the district select team members.

The result has been a system that involves a good number of firms and provides a range of skills and expertise on each project. Even if an inexperienced firm can make its way through the selection process, the mechanism for making a change is available.

## **COMMENDATION**

**SAISD's process of hiring architectural teams for all major construction projects provides a wide array of skills and expertise on each project.**

## **FINDING**

The SAISD Construction Management Department uses a value engineering process that has provided a thorough facilities review in a timely manner. Value engineering is a step-by-step analysis of a product's cost and function, with the goal of trying to secure the best price for the product without affecting quality or purpose. The purpose of value engineering is to identify the alternative that has the best set of design features for the expenses incurred. In many districts, this process has become a cost-cutting exercise when bids are received. In SAISD, however, value engineering occurs at the completion of schematic design when changes can be made without undue cost.

The goal of the value engineering is to provide criteria with which site, building design, mechanical systems, and equipment can be appraised compared to its long-term costs. The process is designed to allow an informed selection among alternatives based on total rather than initial costs and an examination of costs and the value received. Specific

examples of changes that have occurred as a result of value engineering in SAISD include:

- changes to the mechanical systems;
- changes to the construction materials; and
- standardization of the physical education facilities.

## **COMMENDATION**

**SAISD effectively uses a value engineering process that should be emulated by other districts that are facing major construction projects.**

## **FINDING**

The Construction Management Division provides some minimal architectural services through an in-house drafting staff of three employees. The drafting staff is working primarily by hand (with limited Computer Aided Drafting (CAD) capabilities) and is providing services that are used by the Plant Services Department, as well as the Construction Management Department.

### **Recommendation 70:**

**Eliminate two drafting positions.**

With the increased efficiency that can be achieved by using the CAD system more and hiring outside architectural sources, the district should eliminate the need for two of the three drafting positions.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The executive of Construction Management reorganizes the Drafting Department, eliminating two of the three positions.	July 2000
2.	The executive of Construction Management reassigns current staff as appropriate.	September 2000

## **FISCAL IMPACT**

This recommendation will result in the elimination of two drafting positions with an approximate annual savings of \$61,928. The midpoint salary for the drafting positions (classification B-15) is \$26,925 with a 15-percent benefits rate. The total salary plus benefits for each drafting position is \$30,964 times two, for a total estimated savings of \$61,928 per year.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Eliminate two drafting positions.	\$61,928	\$61,928	\$61,928	\$61,928	\$61,928

## **FINDING**

The use of materials in major construction projects has not been standardized. While the use of a variety of architects and project teams is commendable, it has resulted in the district using a variety of materials for standard items simply because of the different backgrounds and expertise of each project team. Standardization of materials frequently results in cost savings due to the increased volume of the same material and, the inventory of replacement parts necessary and the training of staff to maintain the facilities. The materials and systems that are often standardized include:

- plumbing systems and fixtures
- mechanical systems
- fixed equipment
- electrical fixtures
- roofing systems

### **Recommendation 71:**

**Develop a standard design manual for all design teams that emphasizes consistency and standardization.**

A design manual should, where practical, allow two or three manufacturers of products for each standardized item (e.g., lockers, toilet accessories, plumbing fixtures, mechanical units, bleachers, food service equipment). This standardization should save costs over time because excessive parts stocking will not be required, and training on the repair of multiple types of equipment should not be necessary.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The executive director of Construction Management develops a construction design manual.	July - November 2000
2.	The executive director of Construction Management informs the architects included on the design teams of the design manual.	December 2000
3.	Project managers review and approve plans and specifications that conform to design manual standards.	Beginning January 2001
4.	The executive director of Construction Management ensures	Beginning



the plans prepared are in accordance with the design manual.	January 2001
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**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

# Chapter 5

## FACILITIES USE AND MANAGEMENT

### PLANT OPERATIONS AND MAINTENANCE

Maintenance and custodial services are essential components of a district's program to keep schools clean, maintain a safe facilities environment, provide preventive maintenance services, and monitor and report facility repair needs to the appropriate administrators.

Under the district's site-based management model, the responsibility for the supervision of maintenance and custodial staff at school sites was transferred to the principals beginning with

1997-98. This shift resulted in a major change for the district, and the overall division of responsibilities is still being formalized.

**Exhibit 5-14** lists the primary responsibilities for the administration of each major function.

**Exhibit 5-14**  
**Division of Responsibilities for SAISD Custodial Services**  
**1999-2000**

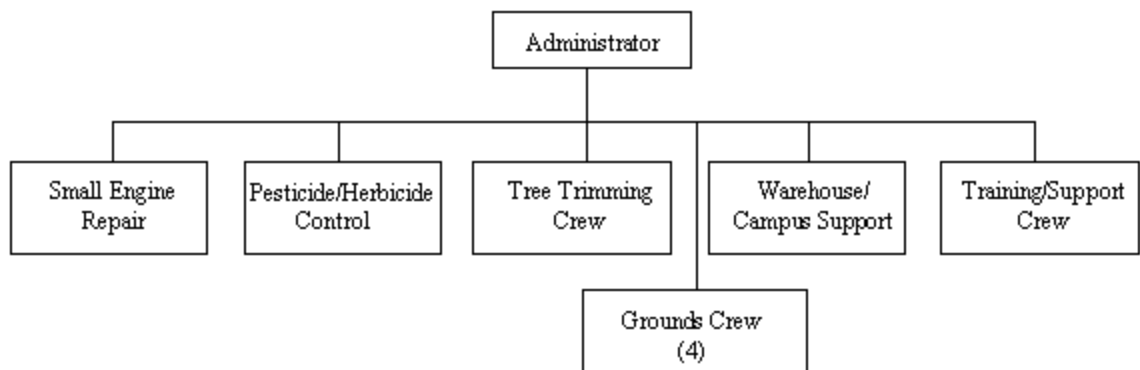
<b>Function</b>	<b>Principal Responsibility</b>	<b>Plant Services Responsibility</b>
Overall maintenance of the campus	Overall maintenance of the campus	Technical support and expertise
Maintenance of personnel files	Follow same procedure as for all employees	Maintain a file containing appraisals and training record
Maintenance of attendance records	Establish process and monitor	Monitors excessive absences
Approval of transfers	Consider requests for transfer	Process transfer requests and arrange for interviews
Probationary appraisals	Complete 60- and 90-day forms	Complete the 30 day form
Removal of a custodian	Recommendation to plant services director	Recommendation to deputy superintendent
Termination of custodial personnel	Recommendation to plant services director	Recommendation to deputy superintendent

Process leave of absence requests	Submittal to plant services	Submittal to personnel office
Approval of vacations	Primary responsibility	Only when the principal is not on duty
Supervision when principal is not on duty	N/A	Primary responsibility
Assignment of new custodians	Principal interviews and makes a recommendation prior to hiring	Assistance responsibility
Training	Provide the opportunity to attend	Develop training opportunities
Payroll submission	Primary responsibility	Responsible when the principal is not on duty
Request for additional custodians	Develop needs assessment	Evaluate utilize the work distribution formula
Use of overtime budget	Requests overtime from plant services	Approve and monitor use

*Source: SAISD, Plant Services Department, 1999.*

To implement the responsibilities of the new organizational structure and provide additional operations services (e.g., grounds, warehouse, small engine repair, etc.), the Operations Unit of the Plant Services Department has developed the organizational structure shown in **Exhibit 5-15**.

**Exhibit 5-15**  
**SAISD Plant Services Operations Organization Chart**  
**1999-2000**



*Source: SAISD, Plant Services Department, 1999.*

The custodial support crew provides night custodial services at those schools that have four or fewer regular custodians assigned. In order to provide this service the department has three crews consisting of two cleaning persons and one carpet cleaner who complete the daily service for six schools. This service is not provided for schools that have five or more custodians as it is assumed they have the capacity to complete all work with the site-based crew. The department also operates four grounds crews with goal of completing regular site work at each school on a two-week rotation.

## **FINDING**

The Operations Unit maintains an inventory of equipment items that are loaned to site-based crews when needed. Equipment items include specialized cleaning equipment, lifts, and tools. An inventory of all equipment is made available to all site-based staff who can then request items for up to three days. This program allows all schools to have access to equipment items that would otherwise be too expensive to acquire at each school and/or would be used sparingly.

By maintaining a centralized inventory that is available for loan, the district is providing efficient use at a minimal cost.

## **COMMENDATION**

**SAISD operates an efficient equipment loan program.**

## **FINDING**

The district has maintenance flex crews, which are teams of the Maintenance Department personnel (often including mechanical, electrical, carpentry, painting and plumbing expertise) that come to each school twice a year to make the repairs that have not been emergencies, but are needed to upgrade facilities and provide appropriate spaces for the educational program.

During their visits, the crews satisfy the majority of maintenance needs that have not been of sufficient priority to receive immediate attention or are included in the preventive maintenance

process. The site administrators said they are pleased with this process. The TSPR survey of principals and assistant principals found that nearly 80 percent agree or strongly agree that emergency maintenance is handled promptly, and 66 percent agree or strongly agree that buildings are properly maintained.

## COMMENDATION

**SAISD has developed and implemented an efficient and effective flex crew maintenance process.**

## FINDING

SAISD uses a unique custodial staffing formula for determining the number of custodians needed and for determining when substitutes from the central pool are necessary. The system, called the MASBO CO/OP Basic Custodial Formula (MBCF), bases the need for full-time custodians on the following factors:

- number of professional staff;
- number of students; and
- square feet of building space.

The formula for determining the number of custodial staff necessary is:

$$.35 + (.03 \times \# \text{ of professional staff}) + (.001 \times \# \text{ of students}) \\ + (.026 \times \text{square feet in thousands})$$

Using this formula, a high school with an enrollment of 2,500 students, a professional staff of 185, and a total of 385,000 square feet would qualify for approximately 18.5 custodians (**Exhibit 5-16**).

**Exhibit 5-16**  
**Custodial Staffing Formula**  
**Sample High School**

Variable	Sample Numbers
Constant	.35
Professional staff x .03	5.55
Enrollment x .001	2.5
Square feet (in thousands) x .026	10.01
Estimated Custodial Staff Needed	18.41

*Source: SAISD, Maintenance Department, 1999.*

**Exhibit 5-17** provides the results of using the SAISD formula, as illustrated above, with a comparison of the need based on the best practice industry standard of 19,000 square feet per custodian plus .5 for elementary schools, .75 for middle schools, and 1.0 for high schools.

**Exhibit 5-17**  
**SAISD Allocation of Custodians Compared to Best Practices**  
**Standards**  
**1999-2000**

<b>School</b>	<b>Total Sq. Ft.</b>	<b>Current Staff</b>	<b>Sq. Ft. per Custodian</b>	<b>Best Practices (GSF /19,000+ .5, .75 or 1)</b>	<b>Over (Under)</b>
<i>Elementary Schools</i>					
Arnold	31,572	3	10,524	2.16	0.84
Austin	28,791	3	9,597	2.02	0.98
Ball	38,352	4	9,588	2.52	1.48
Barkley	36,704	3	12,235	2.43	0.57
Baskin	29,147	3	9,716	2.03	0.97
Beacon Hill	71,552	5	14,310	4.27	0.73
Bonham	47,950	3	15,983	3.02	(0.02)
Bowden	72,361	4	18,090	4.31	(0.31)
Bowie	45,075	3	15,025	2.87	0.13
J.T. Brackenridge	89,086	7	12,727	5.19	1.81
Brewer	52,030	5	10,406	3.24	1.76
Briscoe	43,197	3	14,399	2.77	0.23
Burnet	44,098	4	11,025	2.82	(2.82)
Cameron	29,183	2	14,592	2.04	(0.04)
Carroll	81,863	5	16,373	4.81	0.19
Carvajal	37,418	3	12,473	2.47	0.53
Collins Garden	44,811	4	11,203	2.86	1.14
Cotton	33,088	4	8,272	2.24	1.76
Crockett	72,061	6	12,010	4.29	1.71
De Zavala	53,212	4	13,303	3.30	0.70
Douglass	53,842	4	13,461	3.33	0.67

Fenwick	48,668	3	16,223	3.06	(0.06)
Forbes	33,898	3	11,299	2.28	0.72
Foster	60,247	4	15,062	3.67	0.33
Franklin	33,412	3	11,137	2.26	0.74
Gates	52,127	5	10,425	3.24	1.76
Graebner	52,371	5	10,474	3.26	1.74
Green	23,189	2	11,595	1.72	0.28
Hawthorne	69,072	5	13,814	4.14	0.86
Herff	21,831	4	5,458	1.65	2.35
Highland Hills	45,437	4	11,359	2.89	1.11
Highland Park	49,053	5	9,811	3.08	1.92
Hillcrest	44,094	4	11,024	2.82	1.18
Hirsch	41,754	3	13,918	2.70	0.30
Huppertz	39,798	3	13,266	2.59	0.41
Japhet	60,323	5	12,065	3.67	1.33
Kelly	29,012	3	9,671	2.03	0.97
King	51,388	4	12,847	3.20	0.80
Knox	23,874	2	11,937	1.76	0.24
Lamar	28,206	3	9,402	1.98	1.02
Madison	35,928	4	8,982	2.39	1.61
Margil	57,982	4	14,496	3.55	0.45
Maverick	32,603	4	8,151	2.22	1.78
Miller	34,329	4	8,582	2.31	1.69
Neal	36,448	3	12,149	2.42	0.58
Nelson	33,169	3	11,056	2.25	0.75
Ogden	61,002	4	15,251	3.71	0.29
Pershing	41,345	3	13,782	2.68	0.32
Pfeiffer	43,094	4	10,774	2.77	1.23
Riverside Park	52,260	4	13,065	3.25	0.75
Rodriguez	30,981	3	10,327	2.13	0.87

Rogers	47,530	4	11,883	3.00	1.00
Ruiz	27,379	2	13,690	1.94	0.06
Schenck	57,421	4	14,355	3.52	0.48
Smith	56,049	4	14,012	3.45	0.55
Steele	29,758	4	7,440	2.07	1.93
Stewart	42,123	3	14,041	2.72	0.28
Storm	46,146	4	11,537	2.93	1.07
Travis	31,664	3	10,555	2.17	0.83
Tynan	25,992	2	12,996	1.87	0.13
Washington	36,623	3	12,208	2.43	0.57
White	35,207	3	11,736	2.35	0.65
Wilson	35,809	4	8,952	2.38	1.62
Woodlawn	56,473	5	11,295	3.47	1.53
Woodlawn Hills	35,528	4	8,882	2.37	1.63
<b>Total Elementary</b>	<b>2,865,990</b>	<b>224</b>	<b>12,795</b>	<b>151.34</b>	<b>72.66</b>
<i>Middle Schools</i>					
Connell	89,097	6	14,850	5.19	0.81
Cooper	93,239	6	15,540	5.41	0.59
Davis	131,112	7	18,730	7.40	(0.40)
Harris	86,264	5	17,253	5.04	(0.04)
Irving	133,001	6	22,167	7.50	(1.50)
M.L.King	86,505	6	14,418	5.05	0.95
Longfellow	98,109	6	16,352	5.66	0.34
Lowell	95,260	6	15,877	5.51	0.49
Mann	97,274	6	16,212	5.62	0.38
Page	81,751	6	13,625	4.80	1.20
Poe	111,184	6	18,531	6.35	(0.35)
Rhodes	79,861	6	13,310	4.70	1.30
Harry Rogers	90,371	6	15,062	5.26	0.74



Tafolla	177,720	8	22,215	9.85	(1.85)
Twain	99,990	7	14,284	5.76	1.24
Wheatley	76,490	6	12,748	4.53	1.47
Whittier	99,324	6	16,554	5.73	0.27
<b>Total Middle Schools</b>	<b>1,726,552</b>	<b>105</b>	<b>16,443</b>	<b>91.37</b>	<b>13.63</b>
<b><i>High Schools</i></b>					
Brackenridge	254,100	12	21,175	13.87	(1.87)
Burbank	226,042	12	18,837	12.40	(0.40)
Edison	250,715	12	20,893	13.70	(1.70)
Fox Tech	332,839	12.8	26,003	18.02	(5.22)
Highlands	256,505	13	19,731	14.00	(1.00)
Sam Houston	229,177	13	17,629	12.56	0.44
Jefferson	258,121	15	17,208	14.09	0.91
Lanier	287,322	12	23,944	15.62	(3.62)
<b>Total High Schools</b>	<b>2,094,821</b>	<b>101.8</b>	<b>20,578</b>	<b>110.75</b>	<b>(8.95)</b>
<b><i>Special Campuses</i></b>					
Alamo A.C.	26,648	3	8,883	1.90	1.10
Gonzales A.C.	12,272	1	12,272	1.15	(0.15)
Navarro A.C.	20,668	3	6,889	1.59	1.41
Adelante Academy	18,197	0.2	90,985	1.46	(1.26)
Pickett Academy	21,939			1.65	(1.65)
<b>Total Special Campuses</b>	<b>99,724</b>	<b>7.2</b>	<b>13,851</b>	<b>5.75</b>	<b>1.45</b>
<b>TOTAL</b>					<b>78.79</b>

*Source: SAISD, Maintenance Department, 1999.*

The custodial staffing formula in the SAISD results in a total allocation of approximately 79 more full-time custodians than would be considered best practices.

**Recommendation 72:**

**Establish a best practices ratio for assigning custodial staff.**

Through attrition positions should be eliminated and staff reassigned to cover all facilities.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Operations institutes a hiring freeze and calculates the need for custodians based on the best practices level of 19,000 sq. ft. per custodian.	Immediately
2.	The director of Operations eliminates 79 custodial positions ensures future custodial allocations are based on the best practices level.	September 2000

**FISCAL IMPACT**

This estimate assumes that an immediate hiring freeze will allow positions to be eliminated from next years budget. The savings is based on a base salary of \$28,500 plus 17-percent benefits times 79 positions.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Establish a best practices ratio for assigning custodial staff.	\$2,634,255	\$2,634,255	\$2,634,255	\$2,634,255	\$2,634,255

**FINDING**

SAISD has recently (beginning with the 1997-98 school year) changed the supervision of custodians from a central system to supervision by the site administrator. Although the details are still evolving, the Plant Services Department has attempted to provide guidance on the division of roles and responsibilities. This division still retains responsibility for considerable overall management of custodial duties with the Operations Department. As would be expected, there is some degree of confusion over the specifics (for example, who supervises during vacation periods, who grants leave at different times of the year, or who orders supplies). This confusion is a concern to both the administrators and custodial staff.

**Recommendation 73:**

**Evaluate the change in custodial supervision and review the division of responsibilities among the parties.**

At the end of the 1999-2000 school year, the district should have three years of experience with the change to site supervision of custodians. This experience should have provided the opportunity for all parties to understand the issues and clarify any areas of confusion.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Operations forms a committee including the Plant Services staff, school administrative staff, and custodians to review the status of custodial supervision.	July 2000
2.	The committee develops recommendations for change as appropriate.	August - November 2000
3.	The committee submits recommended changes to the executive director of Plant Services.	December 2000
4.	The executive director of Plant Services implements changes as appropriate.	January 2001

**FISCAL IMPACT**

This recommendation could be implemented with the existing resources.

**FINDING**

There are no procedures in place for the storage and disposal of hazardous materials in school science labs. The district has various procedures for disposing of hazardous waste materials, including a refrigerant management plan, an underground storage tank compliance plan, and procedures for hazardous waste management for materials purchased and used by plant services. SAISD does not, however, have a process in place for the storage and disposal of hazardous materials that are used in the educational program, specifically those stored in science labs throughout the schools.

**Recommendation 74:**

**Develop and implement a districtwide process for the storage and disposal of hazardous materials used in school science laboratories.**

By developing and implementing districtwide procedures for the storage and disposal of hazardous waste materials at the school site, the district

should ensure a safer environment. The improper disposal of hazardous wastes produces a threat to individuals and the environment.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The executive director of Plant Services forms a committee including school staff, safety personnel, and plant services staff to review the status of hazardous materials used by the instructional staff.	July 2000
2.	The committee develops recommendations for a districtwide process of storage and disposal of hazardous materials used by the instructional staff.	September 2000
3.	The executive director of Plant Services recommends policy to the board.	November 2000
4.	The board approves the new policy.	December 2000
5.	The executive director of Plant Services ensures schools inventory their hazardous materials and implement new policy for storage and disposal.	January 2001

### **FISCAL IMPACT**

This recommendation could be accomplished with existing resources.

# Chapter 5

## FACILITIES USE AND MANAGEMENT

### **ENERGY MANAGEMENT**

Proper energy management is a vital tool for the efficient distribution of the district's utilities. Energy audits and other sources of data are essential to control energy costs. Management can use such data to determine priorities and to monitor and evaluate the success of energy management programs. While the purpose of an energy management program is to minimize waste, a program also should ensure the comfort of the building, and encourage energy awareness across the school district.

### **FINDING**

The energy management plan in the SAISD consists of an administrative procedure covering heating and air conditioning district facilities. This administrative procedure deals with the needs for additional energy and the procedures to be followed. In addition, individual schools attempt to conserve where possible and energy efficiency is a goal.

There is not, however, an organized plan for energy management integrated into the day-to-day operations of the district. The district intends to institute an energy management program by hiring an energy monitor.

The current administrative procedure prescribes certain steps to minimize energy usage. For example,

building managers must schedule meetings to conserve energy whenever possible by using spaces that have localized temperature control, limiting the hours that are necessary for after hours programs, monitoring doors and windows, and establishing minimum and maximum temperatures.

This procedure spell out who is responsible for submitting requests for after-hours facility use and the timelines that must be followed. All requests are submitted on a standardized form supplied by plant services and are regulated through that office.

Before 1998-99, the district had an energy monitor housed in the Plant Services Department who was responsible for monitoring day-to-day usage, training staff and implementing energy conservation measures. Since the individual in that position left the district, the position has not been filled.

**Recommendation 75:**

**Develop and implement a site-based energy management program.**

The goal of the district's energy management program should be to educate and train building users in energy conservation practices. A program coordinator should be assigned to develop a curriculum, or use an existing one, and work with faculty, students and community groups to meet the program's goals. The program should be site-based and require the coordinator to work closely with building users at each site.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The executive director of Plant Services develops an energy management program and coordinator job description.	September 2000
2.	The executive director of Plant Services submits the proposal to the board for approval.	Spring 2001
3.	The executive director of Plant Services hires a coordinator and begins the program.	2001 - 2002 school year

**FISCAL IMPACT**

The recommended program will require an initial expenditure to hire a coordinator at an estimated cost of \$65,200 plus 15 percent benefits for a total of \$75,000. This initial cost should be offset through energy savings in the future. It is conservatively estimated, based on the experience of other districts and estimates the district has received from potential contractors, that SAISD should realize a savings of at least 10 percent or approximately \$250,000 per year for a period of three to four years, at which time the program would need to be redesigned.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Hire an energy management coordinator	\$0	(\$75,000)	(\$75,000)	(\$75,000)	(\$75,000)
Develop and implement a site-based energy management program	\$0	\$250,000	\$250,000	\$250,000	\$250,000
Net Savings	\$0	\$175,000	\$175,000	\$175,000	\$175,000

# Chapter 5

## FACILITIES USE AND MANAGEMENT

### PROPERTY MANAGEMENT

As a school district grows and facility changes occur, it is often necessary to acquire new property to provide space for new schools and/or to add space at existing facilities to provide a complete program. An effective facilities inventory control system incorporates a comprehensive facilities plan to guide the district in land acquisition, minimizing financial burdens and taking advantage of thoughtful planning strategies.

The system also should be guided by the district's educational master plan and the educational program of individual schools. These documents will establish when older facilities, typically more expensive to operate and maintain, are no longer an asset and should be replaced.

Property Management in the SAISD is the responsibility of the Director of Land Procurement who is housed in the Construction Management Department. As with most of the positions in this department, the processes are geared almost entirely to the completion of the facilities needs assessment. The director manages the expenditures with the \$11,000,000 budget for land acquisition and has established a process for providing sites (or additions to sites) in accordance with the construction management schedule. The first process established was for those projects that would require additional space at the same site. The operational steps are listed below.

- The director verifies which projects included in the Facilities Assessment Plan need additional property. The criteria used include the degree to which the addition(s) meet the project objectives, budget, the number of families that will be displaced, and environmental concerns.
- The director, with assistance with the project design team, determines the most reasonable sites for land acquisition.
- Property owners are notified.
- Appraisals are secured for all potential sites.
- The director informs the board of the potential sites and possible financial offers that will need to be made.
- The process is turned over to real estate professionals to continue with negotiations.

Throughout the process, the director serves as the facilitator among the Construction Management Department, the real estate professionals, the school staff, and the property owners. In some cases, the negotiations have

been extensive. At the largest acquisition, (Harris Middle School) the district has purchased 32 parcels.

## **FINDING**

The process for acquiring new sites includes the following steps:

- The general vicinity for new projects is included in the facilities needs assessment.
- The director works with the real estate professionals to inventory possible sites in the area.
- The director communicates with city officials to determine where sites could be enhanced through alley or street closures.
- Alternative sites are evaluated, and the results presented to the board.
- Real estate professionals negotiate with land owners and a final recommendation is presented to the board.

The district has implemented a detailed property acquisition program that includes detailed appraisals, involvement of real estate professionals, and an environmental analysis.

## **COMMENDATION**

**SAISD has implemented an effective property acquisition program.**

## **FINDING**

The Property Management Department has been solely involved with the task of securing additional property that is necessary to carry out the mandates of the facilities needs assessment and the corresponding bond issue. While this activity to secure additional property to complete the bond issue projects is necessary in the short term, long-term goals should include the process and procedures for regularly maintaining an inventory of possible sites for expansion (or replacement of facilities) is needed.

### **Recommendation 76:**

**Prepare and adopt a land acquisition process that will maintain an inventory of sites for future expansion.**

The land acquisition process should include the following characteristics:

- the formation of a site-selection committee with citizen input;
- a specific method for notifying affected district staff and affected community members of opportunities for input;



- the creation of specific criteria for evaluating potential sites;
- the creation of specific criteria for evaluating sites that should be disposed of;
- the preparation of alternatives to be presented to the board for evaluation; and,
- an opportunity for public review before final approval by the board.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Land Procurement develops policy and criteria to guide the district's acquisition and sale of property.	2000 - 2001 year
2.	The executive director of Plant Services submits proposed policy and criteria to the board for adoption.	July 2001
3.	The director of Land Procurement implements the policy and criteria.	Upon completion of the bond projects

**FISCAL IMPACT**

This recommendation could be accomplished with existing resources.

**FINDING**

SAISD has no process for regularly replacing construction equipment. The district replaces equipment as various staff members believe it is necessary, however, no unified process has been established for all employees to follow.

**Recommendation 77:**

**Develop and implement a process for replacing equipment regularly.**

The process should be funded from annual depreciation and also should include the criteria for leasing rather than purchasing some equipment items. Depreciation involves budgeting a percentage of the equipment value based on the anticipated life expectancy of the equipment.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The executive director of Plant Services (or designee) prepares policies and procedures to regularly replace vehicles and equipment and leasing of equipment.	2000 - 2001 year
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2.	The executive director of Plant Services submits the proposed policy to the board for approval.	Spring 2001
3.	The executive director of Plant Services ensures the plant services budget includes funding for the depreciation of equipment.	2001 - 2002 school year
4.	The executive director of Plant Services implements the policies and procedures.	2001 - 2002 school year

### **FISCAL IMPACT**

This recommendation could be accomplished with district resources. The implementation will result in a long-term savings to the district, which cannot be quantified at this time.

# Chapter 6

## ASSET AND RISK MANAGEMENT

This chapter reviews the San Antonio Independent School District's (SAISD's) asset and risk management functions in four areas:

- A. Cash Management and Investments
- B. Bond Issuance and Indebtedness
- C. Fixed Assets
- D. Employee Benefits and Risk Management

Asset management involves managing the district's physical property and cash resources (including investments) in an effective and cost-efficient manner. Risk management involves identifying, analyzing, and reducing the district's risk through insurance and safety programs to protect the district's students, employees, and assets.

### **BACKGROUND**

In SAISD, the Funds Management Department manages the district's cash and investments, and the Fixed Asset Department manages the district's property and equipment. All of the district's insurance programs are the responsibility of the Employee Benefits and Risk Management Office.

Responsibility for the district's safety programs is spread among several district departments. For example, hazardous substance issues are the responsibility of the Environmental/Hazards/Legislative Requirements Office in the Plant Services Department, employee safety is the responsibility of the Employee Benefits and Risk Management Office, and emergency management plans are the responsibility of the Department of Safety.

# Chapter 6

## ASSET AND RISK MANAGEMENT

### CASH MANAGEMENT AND INVESTMENTS

Sound cash management practices must establish a balance between maintaining an adequate amount of available cash for daily operations and investing a sufficient amount of cash to yield the highest possible return, without endangering the principal. Principal is the amount of money invested. The district's goal is to ensure smooth operations while not permitting cash to sit idly without earning interest. These issues take on added meaning when annual revenues exceed annual expenditures by a relatively small amount. The need for sound cash management is heightened by the fact that revenues flow in and out of school districts in varying amounts at different points in time. Temporary cash shortages often can be solved through short-term borrowing, while surplus cash can be placed into short-term investments that earn interest.

The more liquid an asset, or readily convertible to cash, the greater the need to safeguard the asset. Given that cash is, by definition, the most liquid of all assets, it is imperative that the necessary procedural safeguards are in place to protect against theft and mismanagement. Adequate tracking systems are necessary to manage large amounts of cash. Millions of dollars are moved into and out of separate checking and investment accounts each month, or even each day, depending upon the size of the district. Without established procedures, and the necessary systems to track and manage cash flow, large amounts of dollars can be lost through unearned interest or through misappropriation.

With technological advances, managing cash and investing has become more efficient. Electronic banking allows a district and its banking/investing partners to accomplish a great deal in less time with less effort. However, there is no substitute for fundamentally sound relationships between a district and its financial partners. Competition for school district business is such that districts can and should aggressively seek beneficial banking and investing relationships that minimize costs and maximize returns. Effective cash managing and investing require a school district to develop and implement:

- a sound cash management plan that involves cash flow forecasting;
- a system for monitoring cash as it moves within the district;
- surplus cash investment strategies and mechanisms; and
- good banking and investment relationships.

School districts use various methods and banking industry products to improve cash management and increase earned interest. One such method is zero-balance accounts. Accounts of this type allow the district to maintain a zero balance in a checking account or multiple accounts, until the funds are needed to cover disbursements such as operating expenses. At that point, funds are transferred from an interest-bearing account to cover the disbursements. The primary advantage of zero-balance accounts is increased interest income, that can be achieved by keeping funds in an interest-earning account longer, until funds are needed to cover disbursements.

The Funds Management Department, which is a sub-unit of the Finance Department, is responsible for cash management in SAISD. The unit is staffed by a director and four clerks. The Finance Department has been without a director since February 1999. The Administrative Directory for 1998-99 lists the director of Funds Management as the acting executive director of the Finance Department, but district staff reported that the director of Budget and Planning is serving in that capacity as acting director of the Finance Department.

The Texas Legislature passed the Public Funds Investment Act (PFIA) in 1997. The purpose of the act is to help ensure that public funds are not invested in risky investments that could reduce the principal. The PFIA, like many similar legislative initiatives throughout the country, is the result of concerns over an incident in Orange County, California earlier this decade. Orange County invested much of its money in risky, but high interest-earning investments. Subsequently, Orange County lost \$1.6 billion.

The PFIA requires a public entity to have written investment policies. These policies must:

- emphasize the safety of principal and liquidity;
- address diversification, yield, and maturity, and the quality and capability of investment management;
- list the types of authorized investments;
- state the maximum allowable stated maturity of any individual investments;
- state the maximum dollar-weighted average maturity allowed based on the stated maturity date for the portfolio (this requirement applies to pooled funds);
- list the methods to monitor the market the price of investments;
- require for the settlement of all transactions, except investment pool funds and mutual funds, on a delivery versus payment basis;
- include a separate written investment policy for each fund or group of funds;

- require that investment policies and strategies are reviewed annually;
- designate (by rule, order, ordinance, or resolution) one or more officers/employers who is responsible for investments;
- require that investment policies are presented to investment entities/firms;
- perform an annual compliance audit of management controls on investment and adhere to established investment policies;
- provide training to the chief financial officer and the investment officer (if the chief financial officer is not also the investment officer); and
- require quarterly investment reports.

The PFIA also contains requirements for each type of investment authorized by the act. SAISD's investment policies thoroughly address the specifics of the PFIA.

In May 1999, the district renewed its bank depository contract with Bank of America. The contract runs through August 31, 2001. The original depository contract with Bank of America ran from September 1, 1997 through August 31, 1999. SAISD chose Bank of America from four depository contract bids received in 1997. The district's depository agreement with Bank of America calls for a pledge of collateral of up to \$2.3 million to cover all balances maintained by the district. The actual amount of required collateral varies depending on the district's deposits on hand at any given time.

**Exhibit 6-1** lists the district's various bank accounts at Bank of America. SAISD maintains nine checking accounts.

**Exhibit 6-1**  
**SAISD Bank Accounts - Bank of America**  
**As of August 31, 1999**

<b>Account Name</b>	<b>Purpose</b>	<b>Balance As of August 31, 1999</b>
General Disbursing	General Fund	\$2,301,028.51
Payroll	Payroll	\$0.00
SAISD - CED	Administer Delinquent County Education District (CED) Tax Revenues to the School Districts in Bexar County (including SAISD itself)	\$27,702.22
Cafeteria	Food Service Revenues	\$209,989.75

Debt Service	Payment of District Debt Obligations	\$0.00
Contractor Retainage	Payments to Contractors	\$1,170,366.68
Student Activity	Revenues and Expenditures for Student Activity Funds at 92 District Schools	\$26,281.98
Workers' Compensation	Workers' Compensation Program	\$0.00
Athletic Revolving	Athletic Program Expenditures	\$1,000.00

*Source: SAISD, Funds Management Department, 1999.*

The payroll and workers' compensation accounts are zero balance accounts. The debt service account has zero dollars in it at month's end (and fiscal year's end) because the director of the Funds Management Department manually invests all cash in that account each day. The director of the Funds Management Department reviews the account daily and subsequently makes investment decisions based on the district's need to access the monies in that account.

SAISD investments include United States agencies' debt, commercial paper, investment pools, and repurchase agreements. United States agency investments are investments in bonds issued by an agency of the United States government. Commercial paper is short-term debt that is issued by corporations. An investment pool is a mechanism created under the Public Funds Investment Act for investing the combined funds of various participating public entities. A similar investment tool in the private sector is a money market mutual fund.

SAISD participates in two such investment pools, Lone Star and Texpool. Lone Star is administered by the Texas Association of School Boards, Inc., and Texpool is administered by the Texas State Comptroller's Office.

Repurchase agreements are agreements in which a government entity transfers cash to a financial institution or broker/dealer. The financial institution or broker/dealer transfers securities to the government entity along with a commitment to repay the cash plus interest in exchange for the securities transferred to the government entity, or for different securities.

**Exhibit 6-2** presents various SAISD investments as of August 31, 1999, along with the interest earned by account or fund. The source accounts/funds are the general disbursing account, the debt service account, the student activity account, and the building fund.

**Exhibit 6-2**  
**SAISD Investments and Interest Earned**  
**1998-1999**

<b>Account/Fund</b>	<b>Type of Investment</b>	<b>Market Value As of August 31, 1999</b>	<b>Interest Earned As of August 31, 1999</b>
General Disbursing	United States Agencies	\$0	
	Commercial Paper	\$0	
	Investment Pools	\$36,550,912	
	Total General Disbursing	\$36,550,912	\$3,357,534
Debt Service	United States Agencies	\$0	
	Commercial Paper	\$3,698,008	
	Investment Pools	\$250,619	
	Total Debt Service	\$3,948,627	\$924,442
Student Activity	Investment Pools	\$1,794,078	
	Total Student Activity	\$1,794,078	\$84,599
Building Fund	Repurchase Agreement	\$255,282,556	
	Lone Star Building Fund	\$4	
	Total Building Fund	\$255,282,560	\$14,043,800
<b>Total Investments/</b>	<b>Total Interest Earned</b>	<b>\$297,576,177</b>	<b>\$18,410,375</b>

*Source: SAISD, Funds Management Department's "Summary Investment Report," 1999.*

As of August 31, 1999, SAISD had approximately \$298 million in investments and had earned more than \$18 million in interest, a 6.19 percent interest rate.



**Exhibit 6-3** presents the total outstanding SAISD investments at the end of each quarter of 1998-99.

**Exhibit 6-3**  
**SAISD End-of-Quarter Investment Totals**  
**1998-99**

<b>Quarter End</b>	<b>Total Investments</b>
November 30, 1998	\$399,580,149
February 28, 1999	\$377,438,711
May 31, 1999	\$329,324,462
August 31, 1999	\$297,576,177
Average	\$350,979,875

*Source: SAISD, Funds Management Department's "Summary Investment Report," May 31 and August 31, 1999 and monthly "Investment Portfolio Report" for November 1998 and February 1999.*

During 1998-99, the quarterly outstanding investment balance for SAISD declined by \$102,003,972, from \$399,580,149 on November 30, 1998 to \$297,576,177 on August 31, 1999. This represents a 25.5 percent decline during 1998-99. In light of the district's extensive building campaign and declining fund balance, such a sizeable decrease in total investments is not unexpected; for 1998-99, the district spent \$37,935,909 in construction-related costs.

SAISD is involved in a "Successor-In-Interest" (SII) role. The district is administering a Bexar County Education District delinquent tax account/fund for SAISD and 11 other districts. The delinquent taxes are from taxes levied in 1991 and 1992, and the total delinquent taxes receivable was \$3,623,864 as of August 31, 1999. For 1998-99, SAISD received \$201,918 in delinquent tax revenues. In addition to being one of the 12 recipient districts in Bexar County of the delinquent tax revenues, the SAISD administrates the account.

For administering the account, SAISD charges the other 11 districts fees for management services. **Exhibit 6-4** lists the fees received by SAISD for 1998-99.

**Exhibit 6-4**  
**Administrative Fees Charged by SAISD to Fill the Successor-In-**

**Interest Role  
1998-99**

Category	Amount
Auditing Services	\$2,500.00
Administrative Services	\$5,000.00
Printing	\$16.60
Accounting Services	\$6,000.00
<b>Total</b>	<b>\$13,516.60</b>

*Source: SAISD, Accounting Department, 1999.*

Although administering the account can be time consuming, SAISD earns over \$13,000 annually in its SII role.

**FINDING**

As shown in **Exhibit 6-1**, SAISD operates nine bank accounts. For a district as large as SAISD, this is a relatively small number of bank accounts. **Exhibit 6-5** includes the number of bank accounts that peer districts operate. As shown in the exhibit, SAISD has fewer bank accounts than four of the five peer districts.

**Exhibit 6-5  
Number of Bank Accounts for SAISD and Peer Districts**

District	Number of Bank Accounts
Austin	9
Corpus Christi	12
El Paso	15
Ft. Worth	16
<b>San Antonio</b>	<b>9</b>
Ysleta	12

*Source: SAISD and Peer Districts, 1999.*

Maintaining no more bank accounts than necessary simplifies the accounting for cash, reduces the amount of staff time involved, and requires fewer bank account reconciliation's each month.

### COMMENDATION

**SAISD maintains a comparatively low number of bank accounts.**

### FINDING

SAISD is maintaining a minimal number of petty cash accounts. **Exhibit 6-6** shows SAISD only maintains four petty cash accounts, and that these accounts have less than \$5,000 combined. Maintaining a minimal number of petty cash accounts helps ensure better internal control over cash, thus limiting the risk of theft. Additionally, the Funds Management Department is keeping as much cash as possible in interest-earning accounts. It reduces the amount of staff time and effort spent performing the accounting procedures necessary to track money in and out of petty cash accounts.

**Exhibit 6-6**  
**Petty Cash Accounts Operated by SAISD**

<b>Petty Cash Account</b>	<b>Amount</b>
Accounting	\$500.00
Athletics Revolving Account	\$3,500.00
Plant Services	\$200.00
Food Services	\$500.00
<b>Total</b>	<b>\$4,700.00</b>

*Source: SAISD Funds Management Department, 1999.*

The athletics revolving account, which is managed by the athletic director, is considerably larger than the other three petty cash accounts. It is used to support district athletic activities, such as making change at athletic events, which may require relatively large amounts of cash.

### COMMENDATION

**SAISD maintains a low number of petty cash accounts.**

### FINDING

SAISD's accounting software is not currently programmed to develop an actual, single rate of return on all district investments. Given the multitude of different types of investments a district can have, a complex process is required to calculate a singular rate of return for all school district investments. This is particularly true when investments include money markets and investment pools. In these cases, investment dollars can be split across a variety of separate investments within the money market or investment pool, each investment having its own rate of return. And these dollars can be frequently moved in and out of investments with different rates of return.

A single rate of return on investments should enable school districts to better compare the effectiveness of their investment policies. Such comparisons are in keeping with the spirit of the PFIA, which requires routine reporting by districts on the status of investments. Comparing rates of return among districts can help taxpayers better understand the relative investment performance of individual school districts.

**Recommendation 78:**

**Program SAISD's accounting software to calculate a single rate of return for all district investments, regardless of type (for example, money market, U.S. agency bonds) and maturity.**

SAISD should use programming staff to set up the district's accounting software to produce a single rate of return for all district investments.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The associate superintendent for Financial Services coordinates with the district's information systems staff to program the SAISD accounting software to produce a single rate of return.	July 2000
2.	The director of Funds Management uses this new capacity to produce a monthly or quarterly rate of return on investments for SAISD.	Ongoing

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

# Chapter 6

## ASSET AND RISK MANAGEMENT

### BOND ISSUANCE AND INDEBTEDNESS

The associate superintendent for Financial Services is responsible for SAISD's bond issuance and debt refinancing. Issuing bonds is a way for the district to borrow money at specified rates of interest through the sale of bonds. Debt refinancing is re-issuing bonds before their maturity date to pay a lower interest rate to the bond purchasers. The director of the Funds Management Department, a division within the Finance Department, handles the day-to-day operations related to these functions.

**Exhibit 6-7** presents the district's outstanding indebtedness as of August 31, 1999. SAISD has over \$263 million in outstanding debt.

**Exhibit 6-7**  
**SAISD Outstanding Indebtedness**  
**As of August 31, 1999**

Description	Amount
Series 1992 General Obligation Bonds	\$12,665,000
Series 1997 General Obligation Bonds	\$238,250,000
Series 1996 Lease Bonds	\$10,935,000
Series Capital Acquisition Notes	\$1,310,000
<b>Total</b>	<b>\$263,160,000</b>

*Source: SAISD year-end financial statements, 1999.*

**Exhibit 6-8** presents the district's bond-financed construction project status as of August 31, 1999.

**Exhibit 6-8**  
**SAISD Bond-Financed Construction Projects**  
**As of August 31, 1999**

Project Authorization	Expended to Date	Unexpended Amount
\$529,706,058	\$31,216,616	\$498,489,442

*Source: SAISD, Accounting Department, 1999.*

As of August 31, 1999, more than \$529 million in construction projects had been authorized by SAISD and more than \$31 million had been spent. A balance of more than \$498 million in construction costs remains. Of this \$498 million, over \$18 million is yet to be financed; \$202 million were issued in October 1999

**Exhibit 6-9** presents the district's debt service schedule for 1997-98 through 1999-2000.

**Exhibit 6-9  
SAISD Debt Service Schedule  
1997-98 Through 1999-2000**

<b>Year</b>	<b>Principal</b>	<b>Interest</b>	<b>Total</b>
1997-98	\$22,295,000	\$13,287,093	\$35,582,093
1998-99	\$19,910,000	\$15,145,165	\$35,055,165
1999-2000	\$14,070,000	\$14,066,950	\$28,136,950

*Source: SAISD, Funds Management Department, 1999.*

**FINDING**

**Exhibit 6-10** lists SAISD's debt refunds undertaken to reduce interest costs. Refunding involves retiring one bond issue with the proceeds of a new bond issue.

**Exhibit 6-10  
SAISD Debt Refundings**

<b>Debt Refunded</b>	<b>Original Amount of Debt</b>	<b>Interest Saved</b>
1986 Series	\$58,090,000	\$2,542,079
1992 Series	\$26,445,000	\$1,106,413
<b>Totals</b>	<b>\$84,535,000</b>	<b>\$3,648,492</b>

*Source: SAISD, Funds Management Department, 1999.*

SAISD has refunded two bond issues since 1986 for a savings of \$3,648,492 in interest charges.

**COMMENDATION**

**SAISD has reduced interest charges by more than \$3.6 million through refunding debt.**

# Chapter 6

## ASSET AND RISK MANAGEMENT

### FIXED ASSETS

Fixed assets are a school district's highest valued items. Fixed assets include, but are not limited to furniture, equipment, land, buildings, library books, and vehicles. The exception to this definition is when long-term debt due to bond issues for construction purposes is on the books. As bond proceeds are used to construct new facilities, the value of the fixed asset account group increases as newly purchased land and constructed facilities are recorded as fixed assets.

The Texas Education Agency's (TEA's) Financial Accountability System Resource Guide defines fixed assets as purchased or donated items that are tangible in nature, have a useful life longer than one year, have a unit value of \$5,000 or more, are not consumed as a result of use, and may be reasonably accounted for through a physical inventory system. TEA requires assets costing \$5,000 or more to be recorded in a fixed-asset group of accounts and items costing less than \$5,000 are recorded as an operating expense of the appropriate fund.

Managing and safeguarding fixed assets is one of the largest administrative tasks in a district. Timely and dependable information on the fixed assets in inventory is critical to effective resource management. Given the often high dollar amount associated with fixed assets, poor management decisions in this area can negatively affect the rest of the district.

Efficient fixed-asset management provides information, such as the type of asset, its original cost, and its physical location, for planning and control purposes. This information is necessary for inventory records and depreciation calculations; it also provides a basis for valuations needed for insurance purposes, such as calculating premiums and providing replacement values for claims.

At the time TSPR staff gathered information,, the Fixed Assets Department was staffed by a fixed asset accountant and four clerks

**Exhibit 6-11** presents SAISD's fixed assets as of August 31, 1998 and August 31, 1999.

**Exhibit 6-11**  
**SAISD General Fixed Assets Account Group**  
**As Of August 31, 1998 and August 31, 1999**



<b>Asset Category</b>	<b>August 31, 1998 Recorded Value</b>	<b>August 31, 1999 Recorded Value</b>
Land	\$16,576,364	\$16,777,733
Buildings and Improvements	\$220,804,631	\$220,859,984
Furniture and Equipment*	\$85,205,486	\$90,473,991
Library Books	\$8,474,001	\$8,891,939
Capital Lease	\$573,360	\$4,120,626
Construction in Progress	\$23,419,791	\$59,632,520
<b>Totals as of August 31 Year-Ends</b>	<b>\$355,053,633</b>	<b>\$400,756,793</b>

*Source: SAISD, 1998-99 Comprehensive Annual Financial Report.*

*\*The furniture and equipment category includes vehicles and media.*

The recorded (book) value of SAISD's fixed assets increased by approximately \$46 million from August 31, 1998 to August 31, 1999. The largest increase was in the construction-in-progress category, because SAISD is in the midst of an extensive building program. The largest proportionate increase in any single category was in the capital lease category. During 1998-99, SAISD leased 3,000 new computers for its high schools.

## **FINDING**

SAISD capitalizes or records as assets all items \$500 in value or greater. Groups of items, such as classroom furniture, are assigned a unit cost. The Fixed Assets Department has developed a "Group Control and Hot Items" list that identifies all property to be capitalized, or recorded as an asset, regardless of cost. "Hot items" are identified and included on the list because of the potential theft of these items. Many items on the list are technology products such as computers, printers, monitors, and VCRs. **Exhibit 6-12** lists items that are being capitalized by the Fixed Asset Department regardless of cost.

### **Exhibit 6-12 SAISD Group Control and "Hot Items" Physical Property to be Capitalized Regardless of Cost**

<b>Item</b>	<b>Name</b>
Air conditioners (window units)	Projectors

Cameras w/unit cost greater than \$300	Radios (hand held)
Chairs	Refrigerators
Clinic scales	Scanners (bar code) for media
Computer monitors	Stoves
Computer keyboards	Study carrels
Computer disk drives (external)	Tables
Computer modems	Tape duplicators
Computer multiplexes	Telephones
Computer printers	Televisions
Desks	Typewriters
File cabinets/storage cabinets	Video cassette recorders/players
Microwave ovens	Video disk players/CD players
Musical instruments	Washers/dryers
Pianos	Workstations

*Source: SAISD, Fixed Asset Department, 1999.*

Inventory items are assigned an identification number, which is on an identification tag. The district does not have a central receiving point for all purchased merchandise. After the items are delivered, identification tags are sent to the individual schools and departments for staff to attach.

As a result of the relatively low point at which items are recorded as assets, SAISD employees in schools and departments, as well as the Fixed Assets Department, spend more time tracking the physical inventory. The district has discussed the possibility of raising the capitalization threshold to \$5,000, which is the minimum threshold required by TEA.

**Recommendation 79:**

**Increase the dollar value at which items are recorded as fixed assets from \$500 to \$5,000 to match TEA's definition of fixed assets.**

The fixed asset capitalization threshold should be increased to reduce the time and effort involved in tracking so many low-dollar value items. The Fixed Asset Department should be spending more time tracking the higher dollar value inventory. More physical inventory audits of schools and departments could be conducted if staff were spending less time tracking items of relatively small value. As previously identified in **Exhibit 6-12**,

however, there are a number of items that are often less than \$5,000 in value that still should be tracked because of their susceptibility to theft.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The associate superintendent for Financial Services submits for board approval a request to modify board policy and increase the fixed asset capitalization threshold from \$500 to \$5,000.	July 2000
2.	The board approves the request and adopts the policy change.	August 2000

**FISCAL IMPACT**

This recommendation could be implemented without additional district resources.

**FINDING**

Clerk IIs in the Fixed Asset Department are responsible for taking physical inventory at district schools. A physical inventory means that the clerks locate items on the district's inventory list at each school being reviewed that year and verify that the identification number on the inventory list matches the identification tag that was supposed to be applied by the school staff. During 1998-99, eight physical inventories at district schools were conducted, as shown in **Exhibit 6-13**.

**Exhibit 6-13  
1998-99 Physical Inventories Conducted by the Fixed Asset Department**

<b>School</b>	<b>Date Audit Began</b>	<b>Date Audit Ended</b>
Barkley Elementary School	9/15/98	10/27/98
Ruiz Elementary School	9/22/98	10/27/98
Baskin Elementary School	11/16/98	12/14/98
Hillcrest Elementary School	9/15/98	1/08/99
Burnet Elementary School	1/11/99	2/18/99
Brewer Elementary School	1/14/99	2/05/99
Poe Middle School	2/08/99	4/08/99
Hawthorne Elementary School	3/23/99	6/03/99

*Source: SAISD, Fixed Asset Department, 1999.*

Neither principals nor any school-level staff is directly involved in the physical inventory process conducted by the Fixed Assets Department staff. The schools are responsible for affixing identification tags as items are received, for monitoring the location of the property as it is moved around during the year, and for assisting the Fixed Asset Department staff when an audit occurs on that campus.

SAISD's Fixed Assets Department typically conducts an average of 10 to 15 physical inventories at schools each year, although only eight were conducted in 1998-99. In a district the size of SAISD, which has 95 schools, this means that some schools will have physical inventories once every six to nine years.

The period of time between inventories is too long to manage and safeguard the district's assets adequately at the schools. This fact is particularly true in the case of technology items that may have relatively short lives. TEA's Financial Accounting System Resource Guide recommends conducting physical inventories at schools annually.

In SAISD, all fixed assets at a school are included in a physical inventory. This process is in contrast to a random and targeted sampling approach in which only a representative percentage of the physical inventory items are audited.

**Recommendation 80:**

**Require principals and school-level staff to conduct physical inventories and the Fixed Assets Department to audit those inventories at all schools annually.**

Principals and school-level staff should be responsible for conducting the inventory at their school each year. The Fixed Asset Department staff should provide the inventory listings to each campus each year to enable that to occur. The principals and school-level staff should verify the inventory identification numbers on the inventory list with the identification tags that have been affixed to the property.

The Fixed Asset Department staff should audit the physical inventory on a sample basis. A sampling approach to taking a physical inventory should be implemented to allow for an increased number of necessary inventories. Rather than inventorying all items at a school, random and targeted sampling approaches should be used at each school each year, with particular focus on those items identified as theft-prone, or "hot items."

**Exhibit 6-14** presents the workload impact on the Fixed Assets Department staff of annual inventories at every school.

**Exhibit 6-14**  
**Workload Impact on Fixed Assets Department Staff of Conducting Annual Physical Inventory Audits at All District Schools**

Number of Clerk IIs	Number of District Schools	Average Number of Annual Inventories Per Clerk II
4	95	24

*Source: Created by TSPR, 1999.*

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of the Fixed Asset Department develops an annual physical inventory schedule that includes all district schools.	September 2000
2.	The principals and school-level staff, and the director of the Fixed Asset Department begins the physical inventories for 2000-01.	October 2000
3.	The director of the Fixed Asset Department monitors staff performance to ensure inventories are being performed at all district schools each year.	Ongoing

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

**FINDING**

Although equipment and furniture in the district is tagged with an identification number, the district does not have bar code reading equipment. Consequently, during physical inventories at schools, Fixed Asset Department staff must manually check each item's identification number. This process is labor-intensive, especially in comparison to simply swiping the bar code reading device across the magnetically-recorded identification number.

Part of what restricts staff from conducting more physical inventories is that the Fixed Assets Department relies on manual inventory tracking.

**Recommendation 81:**

**Purchase bar code reading equipment.**

The purchase of bar code reading equipment, including the software necessary to operate the equipment, should help the district's Fixed Asset Department operate more efficiently. To safeguard the district's assets and to increase the efficiency of physical inventories, bar code tags should be attached to all fixed assets during the next physical inventory. Each asset should be scanned into the fixed-asset system, which will track its location.

Implementing an automated inventory tracking system and using inventory sampling procedures should streamline the physical inventory process for the staff and give them sufficient time needed to conduct more audits.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of the Fixed Asset Department develops specifications for a bar code reader and software, including the ability to interface with the district's accounting system.	September 2000
2.	The director of the Fixed Asset Department initiates a purchase requisition to obtain a bar code reader and software.	October 2000
3.	The director of the Fixed Asset Department develops a plan to use a bar code reader to conduct physical inventories of all fixed assets in each department and school.	November 2000
4.	The director of the Fixed Asset Department develops a procedure to scan all new equipment, as well as in-district equipment transfers.	December 2000

**FISCAL IMPACT**

To install a bar code system, the Fixed Assets Department needs a thermal transfer laser printer costing \$1,800, metal bar code tags at two to three cents per tag, single-user or multiple-user bar code software at \$2,400, and at least four portable bar code scanners at a cost of \$1,700 each, or a total cost for scanners of \$6,800. In addition, one day of staff training for all four clerks on the use of the new system at an estimated cost of \$600 to \$1,000 a day would be required. The estimated cost below uses \$800 for training.

The initial cost for metal bar code tags would depend on the number of physical inventory items to be tagged. Each year, more metal bar code tags

would be needed as new items are added to inventory. Estimating an average of 500 tags per school would be needed at \$.025 per tag, for all 92 district schools produces an initial tag cost of \$1,150. The ongoing use of bar code tags would produce only a nominal cost each year, and therefore, no costs are listed for the years 2001-02 through 2004-05. The total system would require a one-time cost of approximately \$12,950.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Purchase bar code reading equipment.	(\$12,950)	\$0	\$0	\$0	\$0

## **FINDING**

Identification tags are sent to schools for school personnel to apply to newly purchased items. The only mechanism for knowing if inventory items are tagged is via physical inventories because there is no central receiving in the district.

During visits to SAISD, the review team used sample audit procedures of physical inventory items at four district schools to test the physical asset tracking and management system. At the schools (two high schools, a middle school, and an elementary school), sample audit procedures consisted of:

- randomly selecting 10 physical inventory items from the printed inventory lists of each of the four schools; and
- going to schools and asking school personnel to locate these items.

The 10 items were divided between purchases during 1998-99 and purchases before 1998-99. Forty percent were selected from 1998-99 inventory, and 60 percent were selected from the previous year's inventory.

All 40 of the physical inventory items across the four schools were located, and most of them promptly. Several laptop computers selected were in the homes of teachers, but these laptop computers were appropriately logged-out and brought to school by the teachers for audit verification. However, identification numbers could not be located on a number of physical inventory items. This problem prompted a process of elimination to determine if the items were the ones selected for audit verification. These untagged items were largely orchestra instruments.

The absence of identification numbers on some of the audited inventory is not surprising given that identification tags are not placed on items before

the schools receive them. As indicated, the identification tags are sent to the schools and school personnel are responsible for placing the tags on the inventory items.

**Recommendation 82:**

**Hold principals accountable for ensuring that identification tags are applied to assets placed in their schools.**

A system for placing identification tags on physical inventory items before the items are sent to the schools is not possible because the district does not have a central receiving point. Once inventory items are delivered to a school, the principal should be held accountable for ensuring that the appropriate personnel promptly apply identification tags to those inventory items.

The principal may choose to designate another staff person as the primary overseer at that school, but the principal should ultimately be held responsible for ensuring all newly purchased inventory items promptly receive an identification tag and that the Fixed Asset Department is promptly notified tagging has been completed. Such a system should ensure that items are tagged and can be readily identified later.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The principal or the principal's designee verifies that identification tags are placed on newly purchased physical inventory items received at the school. The principal or the principal's designee is also responsible for communicating with the Fixed Asset Department that all newly purchased items have been tagged.	August 2000
2.	The director of the Fixed Asset Department, through annual physical inventory audits, monitors the thoroughness of this approach to ensuring that tags are placed on newly purchased items at the schools.	Ongoing

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.



# Chapter 6

## ASSET AND RISK MANAGEMENT

### EMPLOYEE BENEFITS AND RISK MANAGEMENT

A well-managed school district limits its exposure to financial losses through adequate insurance coverage for district employees, students, and assets. While a district can buy insurance, the cost of sufficient insurance coverage has become a significant financial burden for many school districts. In school districts throughout the country, employees are asking for more insurance protection of all types, and intentional damage to property through vandalism has increased. These factors can work together to increase the costs of insurance.

The two main types of school insurance are (1) casualty, property, and liability insurance; and (2) health insurance for school employees. Some insurance coverage is mandatory, such as workers' compensation, and some may be required for contractual reasons, such as fire insurance required under a bond program. Some types of insurance are carried to cover the risks inherent in day-to-day operations.

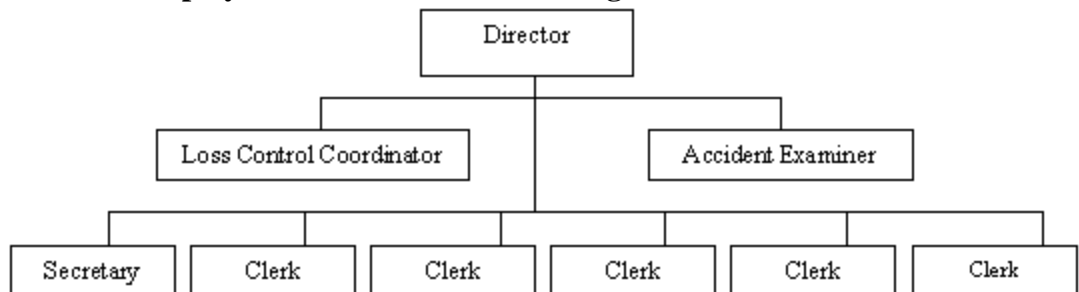
SAISD is self-insured for workers' compensation insurance and health and dental insurance. When a district is self-insured, it assumes the risks of employee medical care and pays all claims rather than retaining an insurance company to assume the risk. SAISD offers a group medical insurance program with options to cover both employees and their families. The district purchases stop-loss coverage, which is insurance held by a self-insured entity to cover catastrophic health costs over a set amount.

The district contracts with two third-party claims administrators (TPAs); one for the workers' compensation program and one for the self-insured dental and health insurance programs. The TPA for the workers' compensation program is Ward North America, and the TPA for the district's dental and health programs is Blue Cross/Blue Shield of Texas. TPAs provide services such as eligibility system maintenance and claims payment. In addition to the self-insured health insurance program, the district offers employees a choice of three HMOs (health maintenance organizations). The three HMOs are Humana, PacifiCare, and HMO Blue.

The Employee Benefits and Risk Management Office is within the Human Resource Services Department. **Exhibit 6-15** presents the organizational structure for the district's Employee Benefits and Risk Management Office. The office includes the director, a loss control coordinator, an accident examiner, a secretary, and five clerks. The loss control

coordinator is responsible for managing the district's workers' compensation program. The accident examiner conducts all of the fieldwork for the workers' compensation program, as well as assists employees in all serious injuries. Fieldwork is required for workers' compensation claims and involves investigating the causes of and circumstances surrounding accidents that result in workers' compensation claims.

**Exhibit 6-15**  
**SAISD Organizational Structure**  
**Employee Benefits and Risk Management Office**



*Source: SAISD, Employee Benefits and Risk Management Office, 1999.*

As a part of this performance review of SAISD, TSPR conducted a survey of district employees from the various employee groups - district administrators and support staff, principals, and teachers. A total of 815 employees were surveyed. These staff members were asked to rate the extent to which the district's health insurance package meets their needs. Approximately 96 percent of those surveyed responded to this question. Of the 780 who responded, 455 or 58.3 percent either agreed or strongly agreed that the health insurance package offered by the district meets their needs. More than 41 percent of the 780 responding either disagreed or strongly disagreed that the health package meets their needs.

Increasing health care costs are increasing the cost of health insurance. The local employees' union reported the district has worked hard, in conjunction with the union, to help maintain employee benefits. Employees have felt the impact of the rising cost of health insurance due to the district paying less towards the total health insurance cost. The union described the Employee Benefits and Risk Management Office as doing a "wonderful job of working with us (the union)." Some changes to the district's self-insured health plan that reflect the cooperative work of the district and the union include eliminating the primary care physician (PCP) model, which district employees did not like and adding mailing order access for maintenance drugs.

**Exhibit 6-16** summarizes the benefits provided district employees, along with the related amounts paid by employees and the amounts paid by the district.

**Exhibit 6-16**  
**Employee Benefits and Related Amounts Paid Monthly by Employees**  
**and by SAISD**  
**Calendar Year 1999**

<b>Benefit</b>	<b>Description</b>	<b>Total Cost</b>	<b>Employee Portion</b>	<b>District Portion</b>
District's self-insured health insurance program	<b>Low option:</b> Employee only	\$140.52	\$0.00	\$140.52
	Child(ren)	\$232.03	\$91.51	\$140.52
	Spouse	\$282.43	\$141.91	\$140.52
	Family	\$373.94	\$233.42	\$140.52
District's self-insured health insurance program	<b>High option:</b> Employee only	\$154.88	\$14.36	\$140.52
	Child(ren)	\$246.30	\$105.78	\$140.52
	Spouse	\$302.10	\$161.58	\$140.52
	Family	\$393.52	\$253.00	\$140.52
Humana HMO	Employee only	\$179.14	\$38.62	\$140.52
	Child(ren)	\$322.42	\$181.90	\$140.52
	Spouse	\$382.64	\$242.12	\$140.52
	Family	\$561.55	\$421.03	\$140.52
PacifiCare HMO	Employee only	\$150.66	\$10.14	\$140.52
	Child(ren)	\$340.12	\$199.60	\$140.52
	Spouse	\$364.22	\$223.70	\$140.52
	Family	\$520.21	\$379.69	\$140.52
HMO Blue	Employee only	\$179.65	\$39.13	\$140.52
	Child(ren)	\$347.08	\$206.56	\$140.52
	Spouse	\$383.76	\$243.24	\$140.52
	Family	\$604.48	\$463.96	\$140.52
Dental insurance	Employee only	\$17.43	\$0.00	\$17.43
	Child(ren)	\$38.82	\$21.39	\$17.43
	Spouse	\$30.69	\$13.26	\$17.43
	Family	\$52.08	\$34.65	\$17.43
Life insurance	\$150,000 max. benefit	NA	Varies	Varies based on age of employee

*Source: SAISD, Employee Benefits and Risk Management Office, and the local employees' union, 1999.*

Nationally, health care costs are increasing, and these costs are being passed on to consumers. As a result of increasing health costs, as well as the decline in the district's fund balance, the 1999 amounts that SAISD employees must pay for health and dental insurance has increased from 1998. For example, the 1999 employee contribution for the district's lowest and highest health insurance options (family coverage) increased 67 percent and 56 percent, respectively from 1998. (The employee contribution for the low option plan increased by \$93.84, from \$139.58 to \$233.42. The employee contribution for the high option plan increased by \$91.04, from \$161.96 to \$253.00.) The 1999 employee dental insurance contribution (for family coverage) increased 79 percent from 1998. The \$34.65 cost for 1999 is up by \$15.25 from \$19.40 in 1998.

These cost increases are hardest on the paraprofessional (such as secretaries) and classified positions within SAISD. For professionals, such as teachers and administrators, these cost increases represent a smaller percentage of their salaries. These rate changes as well as some benefit adjustments were necessary to balance costs and contributions.

In addition, the amount of life insurance provided without cost to district employees has decreased. The amount of life insurance provided without cost to employees was \$11,000. Effective November 1, 1999, this amount was reduced to \$5,000. This reduction is another cost-cutting measure on the district's part. However, effective January 1, 2000, the life insurance benefit amount was increased to \$6,000. This \$1,000 increase was possible because the winning bid for the life insurance benefit was lower, which enabled the district to increase coverage within budgeted funds.

The primary difference between the district's self-insured plan and the three HMOs is that the district's plan costs employees less per month, but requires larger co-pays and related charges in the event that health care is needed. Conversely, the three HMOs all cost district employees more in monthly premiums, but have either lower or no co-pays and related charges associated with them.

**Exhibit 6-17** presents the district's various property and liability policies that are in place. Listed are the coverage limits, the total annual policy premiums, the company providing the coverage, and the coverage expiration date.

**Exhibit 6-17**  
**Insurance Coverage's for SAISD**  
**As of September 30, 1999**

<b>Type of Policy</b>	<b>Coverage Limits</b>	<b>Premium (Annual)</b>	<b>Company</b>	<b>Expiration Date</b>
Property	\$485,992,159	\$179,585	Chubb	1/2001
Business Automobile - Includes Hired/Non-owned	\$100/\$300/\$100	\$179,026	TPS	1/2001
Boiler and Machinery	\$20,000,000	\$29,056	Hartford Steam	1/2001
Crime - Robbery and Safe Burglary	\$2,500/\$5,000	\$105	Hartford	1/2001
Crime - Premises Burglary	Various	\$470	Hartford	1/2001
Crime - Employee Dishonesty	Various	\$4,664	Hartford	1/2001
Underground Tank Liability	\$1,000,000	\$595	Commerce & Industry	6/2001
General Liability (non-owned meeting facility)	\$300,000	\$840	Monticello	7/2001
General Liability (public facility corp.)	\$100,000	\$814	Monticello	7/2001
General Liability (antenna policy)	\$1,000,000	\$951	Acceptance	11/2001
Medical Malpractice for Contracted Physicians	\$1,000,000	\$11,276	American Physicians	9/2002
Excess Workers' Compensation	Statutory - \$1,000,000	\$36,822	Reliance National	9/2001
Sidewalk Bond	\$2,000	\$50	Old Republic	1/2001
Student Athletic UIL Catastrophic	\$5,000,000	\$9,000	Surety American	8/2001

Student Athletic UIL Accident	\$25,000	\$260,000	Commercial Union	8/2001
Nurse Practitioner Liability	\$1,000,000	\$780 Each	Chicago Ins. Company	6/2002
Peace Officer Bonds	\$10,500	\$3,500	Old Republic	Various

*Source: SAISD, Employee Benefits and Risk Management Office, 2000.*

The district maintains a variety of coverages, including general liability policies for risks related to underground storage tanks for vehicle fuel and the district's transmission receiving antennas (**Exhibit 6-17**).

The district provided data that shows vandalism is down since 1996, from 1,112 incidents in 1996 to 979 incidents in 1999. Early detection systems implemented by the district have increased the district's detection capabilities, which helps prevent theft.

In 1999, the district's second year using early detection systems on the perimeters of school property, 513 perimeter alerts occurred. In 1999, the third year of using a close proximity (to school buildings) early detection system, 1,157 close proximity alerts occurred. Since these early detection systems were implemented, there has been a dramatic decrease in the number of burglar alarm activation's, which indicate actual building entries. Building entries have decreased from 5,713 in 1997 to 2,439 in 1999. These trends are positive evidence of improved systems to prevent theft and vandalism.

In addition to theft from persons not affiliated with the district, theft can and does occur from within the school district, such as from employees provided with keys that access buildings containing valuable property. For example, in the past two years, meat slicers worth approximately \$1,500 each have been stolen from kitchens at two district elementary schools. In each of these cases, district staff had multiple keys.

**Exhibit 6-18** presents SAISD total insurance costs for 1998-99.

**Exhibit 6-18**  
**Total Cost of SAISD Insurance Programs**  
**1998-99**

Category	Amount
Property/Liability Policy Premiums	\$679,882

WC Losses	\$1,461,491
WC Third Party Administrator	\$248,000
WC Stop Loss Policy Premium	\$36,822
Health and Dental Losses	\$17,740,754
Employee and Employer Contributions	(\$17,684,022)
Health and Dental TPA	\$2,536,239
Life Insurance	\$716,598
Risk Management Budget After Insurance Premiums (i.e., staff and related costs only)	\$378,523
<b>Total Cost of All SAISD Insurance Programs (commercial and self-insurance)</b>	<b>\$6,114,287</b>

*Source: SAISD, Employee Benefits and Risk Management Office and the Funds Management Department, 2000.*

The \$17,684,022 in employee and employer contributions offset the health and dental losses. Overall, SAISD insurance programs cost slightly more than \$6 million in 1998-99. About \$11 million of the \$17,684,022 in contributions was provided by the district.

Even though contributions offset costs, this \$11 million is not subtracted from the contributions amount. The reason is that the same \$11 million is included in the \$17,740,754 in health and dental losses as claim payouts. The approximately \$11 million is left in both numbers to better represent actual costs and actual revenues of SAISD's insurance programs.

## **FINDING**

Workers' compensation first-year losses have remained steady at about \$1.4 million since 1997-98. These losses represent a more than 40-percent increase in losses since 1994-95.

**Exhibit 6-19** presents the incurred first-year workers' compensation losses, and losses as of

August 31, 1999 for SAISD over the last ten years. Note that some workers' compensation cases are one-time events where the employee is injured, recovers, and returns to work, while other cases are long-term, such as an employee getting injured, recovering, returning to work, then getting injured again. First-year losses represent the first count of the

workers' compensation losses, and does not count any losses after the first year. The incurred losses as of 8/31/99 are presented to show the complete cost of workers' compensation claims including the first year and all subsequent claims in future years.

**Exhibit 6-19**  
**First-Year SAISD Workers' Compensation Incurred Losses**  
**1989-90 Through 1998-99**

<b>Year</b>	<b>Amount of First-Year Losses</b>	<b>Percentage Change From Prior Year</b>	<b>Amount of Incurred Losses as of 8/31/99</b>	<b>Percentage Change From Prior Year</b>
1989-90	\$2,555,184	NA	\$5,871,287	NA
1990-91	\$2,098,046	17.89%	\$3,898,074	33.61%
1991-92	\$1,096,002	47.76%	\$3,029,071	22.29%
1992-93	\$1,068,134	2.54%	\$1,917,846	36.69%
1993-94	\$1,332,483	-24.75%	\$1,782,720	7.05%
1994-95	\$1,012,496	24.01%	\$1,688,365	5.29%
1995-96	\$1,313,430	-29.72%	\$2,996,095	-77.46%
1996-97	\$1,165,962	11.23%	\$1,349,084	54.97%
1997-98	\$1,417,786	-21.60%	\$2,054,981	-52.32%
1998-99	\$1,461,491	-3.08%	\$1,461,491	NA

*Source: SAISD, Employee Benefits and Risk Management Office, 2000.*

The district's workers' compensation amount of first-year claims costs have dropped from more than \$2.5 million in 1989-90 to less than \$1.5 million in 1998-99. The dollar value of the claims declined as low as \$1,012,496 during 1994-95. As noted above, the district has a loss control coordinator position dedicated to managing the workers' compensation program.

**Exhibit 6-20** presents the actual number of workers' compensation claims filed for 1991-92 through 1998-99. Dividing the total number of claims each year by the total dollar value of the claims as of the end of each respective policy year produces the average dollar value of each claim. Although the number of claims has increased, the average cost per claim has decreased. The average cost per claim in 1998-99 was the lowest since 1994-95.



**Exhibit 6-20**  
**Average Workers' Compensation Claim Amount**  
**1991-92 Through 1998-99**

<b>Year</b>	<b>Amount of First Year Losses</b>	<b>Number of Claims</b>	<b>Average Claim Amount</b>
1991-92	\$1,096,002	539	\$2,033
1992-93	\$1,068,134	531	\$2,012
1993-94	\$1,332,483	524	\$2,543
1994-95	\$1,012,496	506	\$2,001
1995-96	\$1,313,430	626	\$2,098
1996-97	\$1,165,962	541	\$2,155
1997-98	\$1,417,786	614	\$2,309
1998-99	\$1,461,491	727	\$2,010
<b>Total</b>	<b>\$9,867,784</b>	<b>4,608</b>	<b>\$2,145</b>

*Source: SAISD, Employee Benefits and Risk Management Office, 1999.*

The increase in workers' compensation losses during 1997-98 and 1998-99 is the result of increases in the number of claims experienced during those two years. The 727 claims filed in 1998-99 were the most claims during any of the eight years. This number includes 47 possible asbestos exposure claims involving one incident. **Exhibit 6-21** presents the data on the number of workers' compensation claims and the number of district staff for each of the last five years.

**Exhibit 6-21**  
**Number of Workers' Compensation Claims Per District Employee**  
**and**  
**Average Workers' Compensation Loss Per District Employee**  
**1994-95 Through 1998-99**

<b>Year</b>	<b>Number of District Employees</b>	<b>Number of Claims</b>	<b>Average Number of Claims Per Employee</b>	<b>Amount of First Year Losses</b>	<b>Average Loss Per District Employee</b>
1994-95	8,133	506	.062	\$1,012,496	\$124.49

1995-96	8,133	626	.076	\$1,313,430	\$161.49
1996-97	8,158	541	.066	\$1,165,962	\$142.92
1997-98	8,101	614	.077	\$1,417,786	\$175.01
1998-99	8,101	727	.089	\$1,461,491	\$180.40

*Source: SAISD, Accounting Department and the Employee Benefits and Risk Management Office, 1999.*

**Exhibit 6-21** shows that the average number of claims per district employee has risen from .062 in 1994-95 to .089 in 1998-99, while the total number of employees has actually decreased during the same period.

**Exhibit 6-22** presents the data on the number of workers' compensation lost-time claims for each of the last five years. Lost-time claims are workers' compensation claims for which an employee incurs time away from his or her job.

**Exhibit 6-22**  
**Number of Workers' Compensation Lost Time Claims**  
**1994-95 Through 1998-99**

Year	Number of Lost Time Claims
1994-95	139
1995-96	122
1996-97	99
1997-98	132
1998-99	146

*Source: SAISD, Employee Benefits and Risk Management Office, 1999.*

From a five-year low in 1996-97, SAISD has experienced an increase in the number of workers' compensation lost time claims over each of the last two years. The rise in the total number of workers' compensation claims, and in particular, the number of lost-time claims over the last two years

does not correspond with the relatively steady number of district employees.

Many Texas school districts confront the problem of reducing the cost of lost time claims by implementing an early return to work policy or procedure. Peer districts Corpus Christi ISD and El Paso ISD both have early return to work policies and both have reported that that such a program has saved them money. SAISD does not have such a policy or procedure which encourages employees (once medically approved) to return to work as quickly as possible after an injury. An early return to work policy involves encouraging an employee (upon medical approval) to return to work even if it requires the district to employ them in a light duty position.

An advantage to having an early return to work procedure or policy is that it should reduce the district's Temporary Income Benefits (TIB) costs. TIB is the compensation the district must pay an injured employee who is not currently working. Other benefits may include that the district may not have to hire a substitute worker and the district is receiving some amount of productivity from the employee, even if it is light duty.

**Recommendation 83:**

**Create and implement an early return to work policy and related procedures.**

The district should take steps to decrease the cost of workers' compensation lost-time claims. To reduce the cost of lost-time claims, SAISD should create and implement an early return to work policy and related procedures. Since SAISD purchases the personnel and policy services from the Texas Association of School Boards (TASB), they could assist the district in developing its early return to work policy and related procedures.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of the Employee Benefits and Risk Management Office, with the assistance of TASB, develops an early return to work policy and related procedures.	Summer 2000
2.	The director of the Employee Benefits and Risk Management Office makes a recommendation to the board on the feasibility and cost benefit of adopting an early return to work policy.	August 2000
3.	The board approves the early return to work policy.	August 2000

4.	The director of the Employee Benefits and Risk Management Office implements the early return to work policy.	September 2000
5.	The director of the Employee Benefits and Risk Management Office monitors the early return to work program to determine its effectiveness in reducing lost-time claim costs.	Ongoing

## FISCAL IMPACT

There are no costs to create this program. The long-term savings from implementing an early return to work program are due to more employees returning to either light duty or full-time work, thus reducing the amount of long-term (or lingering) workers' compensation costs. Lost-time claims tend to be more costly because such claims include employee salary costs in addition to medical costs.

For 1998-99, lost-time claims cost the district \$501,095. Estimating only a 10-percent reduction in lost time claims costs as a result of implementing an early return to work policy should result in annual cost savings of \$50,110. This fiscal impact estimate for the five-year period is presented below.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Create and implement an early return to work policy and related procedures.	\$50,110	\$50,110	\$50,110	\$50,110	\$50,110

## FINDING

SAISD experienced a high number of workers' compensation claims in 1998-99. The 727 claims submitted that year represented the most annual claims over the last eight years. The district does not have a formal accident prevention program, while such a program can contribute to a decrease in the number of employee accidents resulting in workers' compensation claims. The Texas Workers' Compensation Commission (TWCC), reports that all of the public entities in Texas who have instituted the Hazardous Employer Program (an accident prevention program), show an average of a 35 percent decrease in injury rates after only one year of implementing the program.

Other Texas school districts have implemented a Hazardous Employer Program, or accident prevention program, including Coppell ISD, Lackland ISD, Vidor ISD, and Granbury ISD. Granbury ISD said that

their district has experienced a decrease in the number of workers' compensation claims since implementing their safety plan in 1996.

**Recommendation 84:**

**Develop and implement a formal accident-prevention program.**

A formal accident-prevention program should help reduce the number of employee accidents resulting in workers' compensation claims. The Department of Safety and the Employee Benefits and Risk Management Office should coordinate the development and implementation of such a program.

The Texas Association of School Boards (TASB) offers customized training in developing accident prevention programs to school districts who are members of the Risk Management Fund; the training can be customized to the individual district's needs by request. SAISD is not a member of the Risk Management Fund, but three of the peer districts (Austin ISD, Corpus Christi ISD, and Ft. Worth ISD) are members and have taken advantage of TASB's customized training opportunities. In addition, most private workers' compensation carriers provide fee-based assistance in developing and implementing accident prevention programs. The Texas Workers' Compensation Commission also provides information and references for accident prevention programs.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of the Department of Safety and the director of the Employee Benefits and Risk Management Office coordinate and develop a formal accident-prevention program.	October - December 2000
2.	The director of the Department of Safety implements the program.	January 2001
3.	The director of the Department of Safety and the director of the Employee Benefits and Risk Management Office analyze workers' compensation claims and related employee safety data to determine the impact of the formal accident-prevention program, and make changes when necessary.	Ongoing

**FISCAL IMPACT**

A formal accident prevention program may be able to be implemented using existing district resources if the district uses the free resources available to them. The Texas Workers' Compensation Commission estimates the cost to develop a program is typically about \$4,000, so for purposes of the fiscal impact, this is the estimated cost in the first year.

Cost savings are possible from a reduction in workers' compensation claims. Using the 1998-99 average workers' compensation claims cost of \$2,010, along with an estimated 5 percent reduction in the number of claims (5 percent of the 727 claims for 1998-99 equals 36 claims), produces an annual cost savings estimate of \$72,360. The \$72,360 is the product of 36 fewer claims times the 1998-99 claims cost of \$2,010. An estimate of the fiscal impact is presented below, with the first year including only half of the estimated cost savings due to the implementation's timing, less the \$4,000 estimated cost.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Develop and implement a formal accident-prevention program.	\$36,180	\$72,360	\$72,360	\$72,360	\$72,360
Obtain assistance in developing an accident-prevention program.	(\$4,000)	\$0	\$0	\$0	\$0
<b>Total Savings (costs)</b>	<b>\$32,180</b>	<b>\$72,360</b>	<b>\$72,360</b>	<b>\$72,360</b>	<b>\$72,360</b>

## **FINDING**

**Exhibit 6-23** presents the specific tasks of the nine staff members in the Employee Benefits and Risk Management Office.

### **Exhibit 6-23 Employee Benefits and Risk Management Job Tasks for SAISD**

<b>Position</b>	<b>Specific Tasks/Content Areas</b>
Director	<ul style="list-style-type: none"> <li>• Overall office management</li> <li>• Assault leave: staff leave occurring due to a student assault.</li> <li>• ADA</li> <li>• Management of all employee benefits including health, dental, life, vision, disability income, cancer supplement, long-term care, pre-tax premiums, assault leave, COBRA, FMLA, savings bonds, etc.</li> <li>• Management of property and casualty coverages and related issues including property insurance claims, general liability issues and initial defense, student accident insurance, athletic insurance, unemployment claims and appeals.</li> </ul>

Loss Control Coordinator	<ul style="list-style-type: none"> <li>Workers' compensation manager</li> </ul>
Accident Examiner	<ul style="list-style-type: none"> <li>Workers' compensation fieldwork</li> </ul>
Secretary	<ul style="list-style-type: none"> <li>Benefit changes</li> <li>Budget</li> <li>Life claims</li> </ul>
Clerk	<ul style="list-style-type: none"> <li>Retirement assistance</li> <li>Leave of absence</li> <li>VEIP (V??Employee Insurance Program)</li> </ul>
Clerk	<ul style="list-style-type: none"> <li>Workers' compensation elementary (65 schools)</li> </ul>
Clerk	<ul style="list-style-type: none"> <li>FMLA/COBRA</li> <li>New employee setup</li> <li>Unemployment claims</li> </ul>
Clerk	<ul style="list-style-type: none"> <li>Workers' compensation - secondary (29 schools)</li> <li>Auto</li> <li>Property</li> <li>Bonding</li> <li>General liability</li> </ul>
Clerk	<ul style="list-style-type: none"> <li>Optional benefits</li> <li>Dependent care</li> <li>Reimbursement</li> <li>Annuities/bonds</li> <li>Student insurance</li> </ul>

*Source: SAISD, Employee Benefits and Risk Management Office, 1999.*

One of the clerk positions in the Employee Benefits and Risk Management Office s only assigned workers' compensation issues at the elementary level (**Exhibit 6-23**). The clerk position that has responsibility for workers' compensation issues at the secondary school level also has four other areas of responsibility. The list of employees' tasks does not imply that each task requires the same amount of staff time to complete. Some tasks take more or less time than others.

According to information received from the Employee Benefits and Risk Management Office, workers' compensation claims occur at a similar rate for elementary and secondary schools. The work associated with handling elementary school-related claims is greater because 65 elementary schools represent 69 percent of the district's schools, while 29 schools are secondary, which is about 31 percent of the schools in SAISD. This translates into approximately 19 percent more claims for the person responsible for elementary schools than the person responsible for secondary schools.

**Recommendation 85:**

**Eliminate one clerk position in the Employee Benefits and Risk Management Office.**

While 19 percent more claims is notable, it does not justify having a position dedicated solely to processing elementary school-related workers' compensation claims. The responsibilities within the Employee Benefits and Risk Management Office should be redistributed so that one clerk position can be eliminated. Tasks for the remaining four clerks should be reassigned. One clerk should take on the responsibility for workers' compensation issues at the elementary school level, but also assume other responsibilities.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Human Resources seeks board approval to eliminate the clerk II position that has the smallest number of responsibilities.	July 2000
2.	The director of the Employee Benefits and Risk Management Office redistributes the tasks in the office so they are distributed evenly across the remaining staff in the office.	September 2000

**FISCAL IMPACT**

There will be cost savings associated with eliminating one clerk II position in the Employee Benefits and Risk Management Office. The clerk II's salary is \$21,300, with 17 percent benefits, for a total savings of \$24,921.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Eliminate one clerk position in the Employee Benefits and Risk Management Office.	\$24,921	\$24,921	\$24,921	\$24,921	\$24,921



# Chapter 7

## FINANCIAL MANAGEMENT

This chapter reviews the financial management functions of the San Antonio Independent School District (SAISD) and contains six major subsections.

- A. Organization and Management
- B. Budgeting
- C. Fiscal Operations
- D. Student Activity Funds
- E. Tax Rate and Collections
- F. Internal and External Audit

Financial management is a critical activity in a school district because it affects a district's ability to plan, manage, and maximize its resources. Financial management is most effective when resources are spent based on the district's established priorities; when internal controls are in place; when financial information is provided to the board in a timely way and in a useful format; and when staff and technology are allocated to maximize results.

### **BACKGROUND**

Texas school districts generate financial reports to enable the district's Board of Trustees and its administrators to make sound decisions. These reports also provide the public, state agencies, and legislators with the data necessary to assess district operations. Texas school districts' budgeting and financial reporting systems are governed by:

- federal and state laws, rules, and regulations;
- the Texas Education Agency (TEA) *Financial Accountability System Resource Guide*;
- Board policies;
- Administrative procedures;
- Generally Accepted Accounting Principles (GAAP); and
- Governmental Accounting Standards Board (GASB) guidelines.

The ongoing challenge for Texas school districts is to develop, maintain, and use financial management systems that integrate:

- long-range and strategic plans;
- annual budgets linked to long-range plans;
- long-range debt requirements balanced with operating needs;
- effective internal financial control;

- accurate and timely financial information produced for a variety of users; and
- effective automated processes.

SAISD receives money from the State of Texas, from area citizens through local property taxes, and from the federal government. SAISD's 1999-2000 operations budget is about \$389 million. A district's state revenues come from grants and appropriations from the state's two-tier funding system. Generally, Tier I funding is designed so the district and the state share the cost of basic educational services. The share funded by each depends on the district's property tax wealth per student. The greater the district wealth per student, the higher the share provided by the district's property tax base; the lower the district wealth per student, the greater the share funded by the state.

Districts receive Tier II funds based on the number of weighted students in average daily attendance (WADA). Weighted students in average daily attendance is a measure of "student need" that recognizes that certain types of students require additional resources to meet their educational needs. To treat school districts fairly in funding, the state uses WADA to measure the extent to which students participate in special programs. Special weightings that differ by type of handicapping condition are given for special education students; other weights are given for compensatory and bilingual education students and gifted and talented program students.

The district receives federal revenues primarily through grants designed to supplement programs already in place. Examples of federal grant programs include the National School Lunch Program and the Improving America's Schools Act Title I program for students from low-income families.

**Exhibit 7-1** presents a four-year summary of total district revenues and other resources. "Other resources," means "fund balances," which are the district's savings from prior years that the district may have to spend to achieve a balanced budget.

The total district budget increased 13.9 percent between 1996-97 and 1999-2000. SAISD almost doubled the amount of federal funds received during this time period. In 1998-99, about 8 percent of the district's revenue came from fund balances. Using fund balances from prior years in 1998-99 and in 1999-2000 meant that the district projected it would need to spend more than it received from state and federal sources and from local property taxes and other local sources.

**Exhibit 7-1**  
**SAISD Budgeted Revenues and Other Resources**  
**Fiscal 1996-97 through 1999-2000**

Source	1996-97 Budget		1997-98 Budget		1998-99 Budget		1999-2000 Budget		Four-Year Growth
Local	\$103,655,167	30.3%	\$103,846,551	29.9%	\$116,311,040	28.2%	\$106,686,458	27.4%	2.9%
State	216,340,572	63.4%	219,719,517	63.3%	223,210,813	54.1%	243,106,654	62.5%	12.4%
Federal	21,441,517	6.3%	23,489,668	6.8%	40,536,330	9.8%	37,360,747	9.6%	74.2%
Fund Balance	0	0.0%	0	0.0%	32,786,607	7.9%	1,775,710	0.5%	NA
<b>Total</b>	<b>\$341,437,256</b>	<b>100%</b>	<b>\$347,055,736</b>	<b>100%</b>	<b>\$412,844,790</b>	<b>100%</b>	<b>\$388,929,569</b>	<b>100%</b>	<b>13.9%</b>

*Source: TEA PEIMS Data for 1997, 1998 and 1999, and SAISD Office of Planning and Budgeting for 1999-2000.*

From 1996-97 to 1999-2000, local revenues, derived primarily from property taxes, were projected to increase 2.9 percent, and revenues from the state were projected to increase 12.4 percent, from \$216.3 million to \$243.1 million. Revenues from local sources were budgeted for 30.3 percent of all revenues in 1996-97 and 27.4 percent in 1999-2000.

Similarly, revenues from state sources were projected at 63.4 percent of the budget in 1996-97, 54.1 percent in 1998-99, and 62.5 percent in 1999-2000. Other resources from fund balances were projected to reach 7.9 percent of the budget in 1998-99. The district did not project it would spend more than it received in 1996-97 and 1997-98 so the district budgeted no resources from fund balances in those two years.

**Exhibit 7-2** provides information on SAISD estimated revenue from all sources by fund for 1999-2000. The district projects its total budget will decline by \$23.9 million, or 5.8 percent, from 1998-99 budgeted levels. Local revenues are projected to decline by \$9.4 million, federal revenues by \$3 million. Resources from fund balances are expected to decline by \$31 million, a 95 percent drop. State revenues are projected to grow by \$20 million, primarily due to a state-mandated \$3,000 teacher salary increase.

**Exhibit 7-2**  
**SAISD Budgeted Revenues and Other Resources**  
**Fiscal 1999-2000**

Source	Operating Fund	Food Service Fund	Debt Service Fund	Special Revenue Fund	Total All Funds	Percent of Total
Local	\$95,995,321	\$2,170,584	\$8,520,553	\$0	\$106,686,458	27.4%
State	218,061,201	4,790,000	17,664,909	2,590,544	243,106,654	62.5%
Federal	3,500,000	17,197,261	0	16,663,486	37,360,747	9.6%
Fund Balance	1,775,710	0	0	0	1,775,710	0.5%
<b>Total</b>	<b>\$319,332,232</b>	<b>\$24,157,845</b>	<b>\$26,185,462</b>	<b>\$19,254,030</b>	<b>\$388,929,569</b>	<b>100%</b>

*Source: SAISD Office of Planning and Budgeting, SAISD Adopted Budget, 1999-2000.*

**Exhibit 7-3** summarizes actual 1997-98 revenues and expenditures per student for SAISD and five peer districts [Austin (AISD), Corpus Christi (CCISD), El Paso (EPISD), Fort Worth (FWISD), and Ysleta (YISD)]. Each of these districts is one of the 20 largest in the state. San Antonio ISD had the highest actual revenues, operating expenditures, and instructional expenditures per pupil among the six districts during 1997-98.

**Exhibit 7-3**  
**1997-98 Actual Revenues and Expenditures per Student**  
**SAISD, Peer Districts, and State Average**

District	Revenues per Pupil	Operating Expenditures per Pupil	Instructional Expenditures Per Pupil
Austin	\$6,147	\$5,350	\$3,159
Corpus Christi	5,980	5,425	3,301
El Paso	5,745	5,281	3,332
Fort Worth	5,855	5,356	3,190
<b>San Antonio</b>	<b>6,995</b>	<b>6,122</b>	<b>3,882</b>
Ysleta	5,904	5,268	3,309
Peer District Weighted Average	\$5,929	\$5,334	\$3,245
State Average	\$6,150	\$5,362	\$3,274

Source: Benchmark Data, Texas Association of School Boards, 1999.  
 Note: Revenues do not equal expenditures because debt service and capital outlay are not included in operating expenditures.

**Exhibit 7-4** shows information on the share of the 1998-99 budgeted expenditures devoted to functions of expenditure for SAISD and the peer districts. The exhibit shows the percentage share for instruction, instruction related services, instructional leadership, school leadership, support services-student, student transportation, food services, cocurricular and extracurricular activities, central administrative expenses, plant maintenance and operations, security and monitoring services, data processing services and other.

**Exhibit 7-4**  
**1998-99 Budgeted Total Expenditure Percentages by Function**  
**SAISD and Peer Districts**

<b>Function (Code)</b>	<b>Austin</b>	<b>Corpus Christi</b>	<b>El Paso</b>	<b>Fort Worth</b>	<b>San Antonio</b>	<b>Ysleta</b>	<b>Peer District Average</b>
Instruction (11,95)	47.7%	52.7%	50.3%	50.3%	<b>51.2%</b>	57.2%	51.6%
Instructional related services (12,13)	1.9%	2.2%	3.1%	3.9%	<b>4.9%</b>	3.0%	2.8%
Instructional Leadership (21)	1.5%	2.0%	2.1%	2.0%	<b>1.3%</b>	1.4%	1.8%
School Leadership (23)	5.2%	5.4%	5.5%	6.0%	<b>5.4%</b>	5.9%	5.6%
Support Services- Student (31,32,33)	3.1%	4.1%	4.2%	5.3%	<b>4.4%</b>	4.7%	4.3%
Student Transportation (34)	3.0%	1.9%	2.4%	2.6%	<b>1.3%</b>	1.8%	2.3%
Food Services (35)	5.6%	4.8%	5.0%	4.9%	<b>5.7%</b>	5.3%	5.1%
Cocurricular/Extracurricular Activities (36)	1.1%	2.1%	1.9%	1.4%	<b>1.4%</b>	2.2%	1.7%
Central Administration(41,92)	3.0%	2.7%	3.6%	2.4%	<b>2.4%</b>	3.4%	3.0%
Plant Maintenance and Operations (51)	8.5%	9.5%	8.8%	11.6%	<b>8.1%</b>	10.2%	9.7%
Security & Monitoring Services (52)	0.6%	0.8%	0.5%	1.6%	<b>1.3%</b>	1.1%	0.9%

Data Processing Services (53)	1.1%	1.2%	0.8%	0.8%	<b>1.2%</b>	0.8%	0.9%
Other	17.6%	10.4%	11.9%	7.3%	<b>11.3%</b>	3.0%	10.0%

*Source: Texas Education Agency, AEIS data.*

SAISD devoted 51 cents of every dollar to classroom instruction, and 49 cents flowed to all other support functions. The peer districts on average devoted 52 cents of every dollar to classroom instruction, and 48 cents flowed to all other support functions.

During 1998-99, Texas school districts devoted only 51 cents of every dollar to classroom instruction, falling from 52 cents in the previous year. The remaining 49 cents flowed to support functions such as student transportation, food services, and plant maintenance and operations.

In **Exhibit 7-4**, the terms used have the following meanings:

- **Instruction** includes teacher salaries and all activities dealing directly with the interaction between teachers and students, including instruction aided with computers; and, expenditures to provide resources for juvenile justice alternative education programs (JJAEPs).
- **Instructional Related Services** includes resource centers, libraries and other media used for instruction; and in-service training and other staff development for instructional or instruction related personnel.
- **Instructional Leadership** includes salaries for supervisors; special population or educational program coordinators, directors, or assistant superintendents for instruction; and vehicles and the repair costs for equipment used by the instructional leaders.
- **School Leadership** includes campus management such as the salaries of principals, assistant principals and related staff; computers; and vehicles and repair costs for equipment used by school leaders.
- **Support Services - Student** includes non-instructional services such as guidance counseling and evaluation services, diagnosticians, social work services, truancy and attendance officers, health services, assistant and deputy superintendents for guidance and counseling, psychologists, and vehicles and repair costs for equipment used by the support service personnel.
- **Central Administration** includes board travel, training and legal fees, salaries for the superintendent, human resource staff, textbook custodians, public relations, purchasing, financial

management, and vehicles and repair costs for equipment used by central administration.

- **Other** includes any operating expenditures not listed above and all non-operational expenditures such as debt service, capital outlay, and community and parental involvement services.

In 1998-99, SAISD spent a smaller proportion of its budget for instructional leadership, school leadership, student transportation, cocurricular and extracurricular activities, central administration, and plant maintenance and operations than did the peer districts, but a larger proportion on instructional related services, support services-student, food services, security and monitoring services, data processing services and other.

**Exhibit 7-5** provides comparative information on the 1998-99 budgeted number of students, revenues and expenditures, staff salaries, and staff per student for SAISD and the five peer districts. The term "market value per student" refers to the assessed value of property in the school district, divided by the number of students.

San Antonio, Corpus Christi, El Paso, and Fort Worth received a rating on the Texas Education Agency's accountability index of "Acceptable" while Austin and Ysleta received ratings of "unacceptable data quality."

San Antonio ISD had about 2,000 students less than the peer districts' average and had more students categorized as "economically disadvantaged" than the peer districts. The student-teacher ratio in SAISD was projected at 15.8 to 1 during 1998-99, while the peer district average projected ratio is 16.4 to 1.

**Exhibit 7-5**  
**1998-99 Comparison Data, Budgeted Revenues and Expenditures**  
**SAISD and Peer Districts**

	<b>Austin</b>	<b>Corpus Christi</b>	<b>El Paso</b>	<b>Fort Worth</b>	<b>San Antonio</b>	<b>Ysleta</b>	<b>Peer District Average</b>
1999-99 Accountability Rating	Unacceptable data quality	Acceptable	Acceptable	Acceptable	<b>Acceptable</b>	Unacceptable data quality	N/A
Enrollment	79,496	40,293	63,088	77,997	<b>59,157</b>	47,275	61,630
% Economically Disadvantaged	49%	53%	67%	55%	<b>87%</b>	72%	58%
Average Teacher Salary	\$35,256	\$35,661	\$34,289	\$36,528	<b>\$41,386</b>	\$33,684	\$35,136

Average School Administrator Salary	\$54,218	\$52,573	\$50,005	\$55,356	<b>\$63,317</b>	\$57,814	\$54,122
Student/Teacher Ratio	16.4	16.3	15.8	17.7	<b>15.8</b>	15.5	16.4
Staff per 1,000 Students:							
Teachers	61.0	61.5	63.2	56.6	<b>63.2</b>	64.5	60.9
Campus Admin.	3.1	3.3	3.2	3.7	<b>2.7</b>	3.0	3.3
Total Staff	115.4	124.0	123.4	115.0	<b>132.5</b>	123.9	119.4
1998 Tax Rates:							
M & O	1.261	1.324	1.388	1.352	<b>1.421</b>	1.411	1.347
I & S	0.171	0.231	0.266	0.133	<b>0.355</b>	0.219	0.204
Total	1.432	1.555	1.654	1.485	<b>1.776</b>	1.630	1.551
Market Value per Student	\$341,637	\$147,761	\$126,969	\$158,607	<b>\$103,460</b>	\$84,685	\$186,582
Instructional Expenditures by Type:							
Regular	72.6%	73.3%	70.1%	67.1%	<b>61.4%</b>	67.7%	70.0%
Gifted and Talented	1.0%	0.5%	0.5%	3.6%	<b>0.6%</b>	0.4%	1.4%
Career/Technology	1.7%	3.3%	3.2%	3.2%	<b>3.0%</b>	3.5%	2.9%
Special Education	19.1%	14.6%	14.1%	11.1%	<b>16.2%</b>	15.2%	14.8%
Compensatory Education	3.4%	5.7%	9.1%	7.9%	<b>9.3%</b>	10.2%	7.1%
Bilingual	1.4%	0.4%	1.4%	5.5%	<b>8.6%</b>	1.4%	2.3%
Athletics/Related	0.8%	2.3%	1.5%	1.6%	<b>0.9%</b>	1.6%	1.5%
Long-term Debt/Student	\$5,144	\$3,545	\$3,119	\$868	<b>\$4,461</b>	\$1,118	\$2,820
Administrative Cost Ratio	8.7%	8.3%	10.2%	7.6%	<b>6.4%</b>	7.7%	8.2%
Revenues per Student:							
Local Taxes	\$4,794	\$2,243	\$1,748	\$2,281	<b>\$1,750</b>	\$1,249	\$2,657
State Aid	\$ 373	\$2,589	\$2,749	\$2,435	<b>\$3,727</b>	\$3,643	
State Aid & Local Taxes	\$5,196	\$4,832	\$4,497	\$4,716	<b>\$5,477</b>	\$4,892	\$4,830
General Fund	\$4,710	\$4,593	\$4,497	\$4,659	<b>\$5,180</b>	\$4,894	\$4,667

Source: Texas Association of School Boards, 1999 Benchmark Data; Texas Education Agency, AEIS data.

Note: Totals may not add to 100 percent due to rounding.

\*The peer district average is calculated by adding total expenditures by type for each district, adding the number of students, and then dividing the total expenditures for five peer districts for each category by the sum of



the students. The peer district weighted average was used for the teacher and school administrator salaries, calculated by dividing the total from (salary\* total students) by the total number of students.

In 1998-99, SAISD employed more teachers per 1,000 students than its peer districts on average (63.2 compared to 60.9), but fewer campus administrators (2.7 compared to 3.3). SAISD employed 132.5 total staff per 1,000 students, compared to 119.4 for the peer districts.

As shown in **Exhibit 7-5**, only Ysleta had a lower assessed or market value of property in the district than San Antonio ISD, with \$84,685 per student compared to SAISD's \$103,460 and a peer district average of \$186,582 per student.

In 1998-99, SAISD had the highest maintenance and operations, interest and sinking fund, and total tax rates compared to the five other districts, and consequently, higher total revenues from state aid and local taxes, and higher revenues for the general fund. For 1998-99, SAISD had total state aid and local taxes per student of \$5,477, compared to \$4,830 for the peer districts. Similarly, SAISD projected total general fund revenues of \$5,180 per student compared to \$4,667 for the peer districts. SAISD also had greater long-term debt per student (\$4,461) than did each of the other districts except Austin, which budgeted \$5,144 per student.

**Exhibit 7-6** provides information on budgeted average 1998-99 salaries for teachers, school administrators, and central administrators for SAISD and each of the peer districts. SAISD budgeted the highest teacher and school administrator salaries among the peer districts.

**Exhibit 7-6**  
**1998-99 Budgeted Average Salaries for Teachers, School**  
**Administrators, and**  
**Central Administrators: SAISD and Peer Districts**

<b>District</b>	<b>Average Teacher Salary</b>	<b>Average School Administrator Salary</b>	<b>Average Central Administrator Salary</b>
Austin	\$35,256	\$54,218	\$66,473
Corpus Christi	35,661	52,573	69,391
El Paso	34,289	50,004	70,074
Fort Worth	36,528	55,356	77,194
<b>San Antonio</b>	<b>41,386</b>	<b>63,317</b>	<b>71,434</b>

Ysleta	33,684	57,814	61,763
Comparative District Weighted Average*	\$35,136	\$54,122	\$69,293

*Source: TEA, AEIS data.*

\*Comparative district weighted average is calculated by dividing the total from (salary\* total students) by the total number of students.

In summary, SAISD enrolled 59,157 students during 1998-99; 87 percent were economically disadvantaged. The district paid teachers and school level administrators more than the average of the peer districts.

SAISD levied a higher tax rate than the peer average and had a smaller market value per student. As a result, the district had less local tax revenue per student than the peer average, but more state aid per student. In addition, SAISD spends more per student than the average of its peers and spends more per student for instruction and instruction-related activities than the peer average. The district's long-term debt per student is significantly greater than the peer average. Although expenditures per student for central administration exceed the peer average, the district's administrative cost ratio is lower than any of the peers, implying that SAISD spends relatively less on central administrative costs.

# Chapter 7

## FINANCIAL MANAGEMENT

### ORGANIZATION AND MANAGEMENT

SAISD reorganized its financial management functions several times during the course of this performance review. In the November 1999 reorganization, the financial and accounting organization reported to the associate superintendent for Business Support Services who also supervised the Plant Services Department, Food Services, Human Resources, Operations, Construction Management, and Technology. Both the position of associate superintendent for Business Support Services and the executive director for the Finance Department were vacant during the on-site review. When the new superintendent came on board in February 2000, he hired an associate superintendent for Financial Services.

As of February 14, 2000, the Financial Services Department consists of six component departments: Comptroller, Accounts Payable, Payroll, Planning and Budget, Funds Management, and Materials Management/Purchasing/Warehousing.

### FINDING

The Financial Services Department has several positions with titles that do not accurately describe their functions and responsibilities. For example, the food service accountant, construction management accountant, and transportation accounting clerks are budgetarily located outside the Financial Services Department, but report to the senior accountant in the Financial Services Department, who cannot adequately supervise the operation on a day-to-day basis. They are responsible for combinations of finance and/or accounting functions that do not provide an adequate internal control structure for the financial operations of the district. Although the new superintendent reorganized the department in February 2000, the function and responsibilities have not been clearly articulated.

The food services accountant and five clerks are located in Food Services and are responsible for all aspects of food services accounting, including developing the budget, recording transactions, reconciling the bank accounts, ensuring vendor payments, monitoring the inventory, and maintaining food service records.

During this review, food service accounting staff reported significant communication problems between the Financial Services Department and Food Service resulting in late reports and inadequate financial management. Food Service accounting staff reported they could not

monitor revenues and expenditures adequately because the Financial Services Department did not generate reports on time. For its part, the Financial Services Department indicated that Food Services staff did not provide the data on time so reports could be generated. Late, inaccurate, or inadequate reporting on food service accounts could result in loss of federal funds that support food service activities.

Similarly, the construction management project accountant formulates annual budgets related to construction management; reviews all accounting records, ledgers, and vouchers; maintains the financial reports; reviews contracts; and makes payment requests. This combination of duties does not provide sufficient separation of responsibilities to permit adequate internal control. This accountant draws up a recommendation budget, then prepares the purchase orders, and sends requests for checks. There is no process to prevent the accountant from falsifying records and requesting checks to fake merchants or other vendors.

Internal auditing staff noted that the eight clerks in the Transportation department are not under the direct supervision of the Financial Services Department, which creates a lack of adequate separation of duties that could result in the mismanagement of funds. The auditing staff reported that an internal audit of transportation accounting records found instances where transportation staff time records were not accurate.

The senior accountant keeps the general ledger, maintains bank reconciliations, and completes fiscal year-end closeouts, while the director of Funds Management also prepares closing entries and special schedules for fiscal year end. The director of Funds Management monitors fund balances and maintains the investment portfolio. The title given a person with these functions in other school districts most commonly is treasurer. The director of Funds Management also supervises the student activity funds and all special revenue fund transactions, functions that are assigned to the comptroller in other school districts. This combination of duties and responsibilities does not provide adequate separation of duties or necessary oversight.

As another example, the tax analyst in the Planning and Budget office, in addition to maintaining records on tax levies and collections, also maintains records on leases or rentals of SAISD property to outside organizations, and evaluates issues that involve district real estate. The rental and real estate duties are more properly assigned to the Construction Management Department. The tax analyst also approves special purchase orders called "AB17s" before payment is made for goods and services already delivered to the district. Because of the time demands to approve the special purchase orders, the tax analyst does not have sufficient opportunities to work with school personnel related to budgeting issues.

SAISD contracts with the Bexar County Tax-Assessor Collector to levy and collect tax payments from local citizens, at a cost of approximately \$1 million per year. In addition, SAISD contracts with an outside law firm to collect delinquent taxes. Other school districts in Bexar County also contract with the County Tax-Assessor Collector to levy and collect tax payments, but none of the other districts that TSPR contacted have a tax analyst with the duties and responsibilities of the SAISD tax analyst. Of the peer districts, only one has a tax analyst.

The clerk in Funds Management supervises the other clerks, as well as performing her own grants accounting duties. The clerks in the Planning and Budget office act as liaisons between schools and departments, answering questions related to the budget, budget amendments, and other budgeting issues. Budget analysts in other school districts perform these duties, thus freeing up the clerks to track budget amendments and other items.

In addition to the clerks in Funds Management, there are 30 clerks assigned to payroll, accounts payable, and fixed assets. None of the clerks are cross-trained to handle responsibilities in other financial management areas when the need arises. Peer districts have clerks cross-trained so that a funds management clerk could assist in payroll or accounts payable when payroll or accounts payable clerks are ill or absent for other reasons.

The budget analyst maintains and develops the Public Education Information Management System (PEIMS) financial data to submit to the Texas Education Agency (TEA). The peer districts have a position called "PEIMS Coordinator" who maintains and reports data to TEA. SAISD also has a PEIMS Coordinator who does not maintain the financial information.

#### **Recommendation 86:**

**Clearly define the roles and responsibilities of all positions in the newly restructured Financial Services Department, and eliminate five clerk positions.**

Five clerk positions should be eliminated and the remaining clerks should be cross-trained and assigned to a "clerk pool." The "clerk pool" will reduce the need for overtime and hiring of temporary help, because clerks can cross over to another area and help out in times of high work levels.

The new reorganization should achieve a more cohesive operation and improve the internal control structure. In the Planning and Budget office, the tax analyst's duties related to monitoring and maintaining tax collection records should be reassigned to funds management, and the tax

analyst position should be converted to a budget analyst position to provide additional support for schools in budget development and monitoring. The tax analyst's duties related to rental of district property should be transferred to Construction Management so that the analyst can focus on budget activities.

The Bexar County assessor should be used for the tax analyst functions related to tax collections and transfer additional responsibilities for monitoring budgets to the budget analyst position. SAISD would not be duplicating services for which it already compensates the Bexar County assessor.

The budget analyst/PEIMS duties should be transferred to the Comptroller. The two budget analysts should continue to be responsible for working with schools in developing and monitoring budgets, and should also be responsible for preparing all bank reconciliations, assisting with annual budget preparation, running special reports upon request, and monitoring and reconciling budgets. This restructuring of duties would provide more control over cash flow and budget.

The accounting clerks reporting under the Accounts Payable section should be part of a pool of clerks for the Comptroller, and other clerks in transportation, food service, student activity, and construction reporting to other departments also should be part of the comptroller clerk pool, with specific duties assigned through the accountants. All clerks should be trained to carry out the functions of the offices mentioned above.

The benefit of moving the student activities, food services, transportation, and construction accounting functions under the umbrella of the other accounting functions for the district would be to streamline the processes, ultimately resulting in time and efficiency savings and increased internal control.

It may not be necessary to move these persons physically out of the departments they serve. It is critical, however, for the individuals in these positions to report to the district's comptroller to ensure adequate oversight and the essential separation of duties and responsibilities. When all these functions are together, the number of clerks can be reduced by five, and the duties of the clerks reassigned to processing transactions, which should make operations more efficient.

In addition, the position of food services accountant should be renamed to federal grants accountant, and the duties should include food services accounting as well as grants accounting. Under the direction of the Student Activity accountant, a clerk should be responsible for monitoring and

auditing the student activity funds and providing assistance and direction to schools in administering these funds.

An effective solution to the workload problem in Student Activity accounting is the clerk pool. The district should provide the periodic additional help needed to efficiently and effectively manage the Student Activities Funds office during periods of peak activity.

This reorganization of the Financial Services Department should provide adequate oversight, control, and a structure that will function more efficiently and effectively.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent directs the new associate superintendent for Financial Services to develop a staffing reassignment plan that details changes in reporting as well as changes in responsibilities.	July 2000
2.	The associate superintendent for Financial Services develops and updates all job descriptions for positions in the Financial Services Department.	August 2000
3.	The superintendent directs the food services, construction, and transportation accountants and clerks to report to the Comptroller.	August 2000
4.	The accountants begin reporting to the Comptroller.	September 2000

### **FISCAL IMPACT**

Eliminating five clerk positions with average salaries of \$22,000 annually plus benefits of \$4,840 (for an average total salary of \$26,840) and reassigning duties should result in savings of \$134,200 each year.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Clearly define the roles and responsibilities of all positions in the newly restructured Financial Services Department, and eliminate five clerk positions.	\$134,200	\$134,200	\$134,200	\$134,200	\$134,200

# Chapter 7

## FINANCIAL MANAGEMENT

### **BUDGETING**

The planning and budgeting process is critical to the effective management and stewardship of the resources and programs of a school district. The superintendent is SAISD's chief budget officer and ultimately is responsible for ensuring that budgets are prepared and adopted in accordance with state laws, board policies, and TEA guidelines. The director of Planning and Budget has been given the responsibility for overseeing the budget development process and monitoring the budget. A budget analyst, a tax analyst, and two clerks assist the director of Planning and Budget in monitoring, analyzing, and controlling the budget.

Development of a district's budget is an intricate process that requires input from various constituencies within and outside the school district. In 1997-98, SAISD adopted a District Improvement Plan (DIP) that set goals and performance objectives and provided strategies and activities to accomplish those goals. Each school also had an improvement plan that supported the district plan and set out specific activities to achieve goals and objectives.

Once districtwide goals and objectives had been determined, the allocation of financial resources required to achieve those goals and objectives was addressed through the planning and budgeting process. Proper planning and budgeting helps a district foster a long-term strategy for allocating and managing its resources and discourages a district from relying on a short-term strategy that looks only at its "available" resources. During the 1999-2000 budget development process, the DIP goals and objectives in budget development were not apparent in materials distributed to the board and the general public.

The district's budget-development methodology uses a base-level budget-or the current year's budget adjusted for any special expenditures and revenues-as the foundation for developing the following year's budget. The base budget looks at projected student enrollment tied to allocations of staff. The director of Research and Testing projects student enrollment by school site and by program. Separate allocations are made to each school based on the number of students participating in special instructional programs such as gifted and talented, accelerated education, bilingual education, and special education.

In addition, each campus receives a per-student allocation for supplies, field trips, furniture and equipment, library supplies, travel, and other



items. The principal acts as a budget manager. Under site-based budgeting, principals with the assistance of staff, parents, and community members determine how to use the funds to reach goals in the campus improvement plan. After campus priorities are set, the area executive director reviews them to ensure alignment with the district improvement plan and initiatives.

Each organizational unit in the district then submits a request for additional resources to meet its goals or to support specific district plans. The request, called a "decision package," includes information on the number of personnel, funding requested by object and line, and a narrative description of the services to be provided, the expected outcomes, and required staffing. Within the district, schools and departments submit decision packages to their leadership. Decision packages are prioritized based on the District's Improvement Plan and forwarded to the board for consideration in the budget process.

While individual schools and offices project their needs, the Financial Services Department projects revenues for the district from all sources, including revenues from local ad valorem taxes.

School enrollments are projected, upon which state funding is allocated. State funding is then reviewed to estimate the revenues from the Foundation School Fund. Federal funding is projected based on applications approved by the Texas Education Agency. Other sources of revenues, such as receipts from athletic events and interest from deposits, also are forecasted. The Financial Services Department also is responsible for projecting salaries, debt, and interest costs for the district.

Following the review of all budget requests, and estimated revenues, the final budget is assembled and approved by the board. The printed budget calendar for development of the 1999-2000 budget is shown in **Exhibit 7-7**. The budget process begins each November with the development of spending priorities, budget initiatives, and goals established by the board through the District Improvement Plan. These activities are not shown on the printed budget calendar. The process ends in August with the board's final adoption of the budget. In September, the board sets the tax rates for levies on property and forwards that information to the Bexar County Tax Assessor-Collector.

**Exhibit 7-7**  
**SAISD 1999-2000 Budget Calendar**

<b>Month</b>	<b>Day</b>	<b>Day of Week</b>	<b>Description</b>
January	28	Thursday	Board Work Session

February	4	Thursday	Board Work Session
February	25	Thursday	Board Work Session
June	22	Tuesday	Board Work Session
June	30	Wednesday	Board Work Session
July	7	Wednesday	Board Work Session
July	9	Friday	Board Work Session
August	4	Wednesday	Board Work Session
August	12	Thursday	Board Work Session
August	16	Monday	* Public Hearing/ Budget Adoption

*Source: SAISD, Proposed Budget, 1999-2000 Planning and Budgeting Office, Finance Department, August 16, 1999.*

\*Notice of a public hearing and intent to adopt the budget must be published in the newspaper at least 10 days prior to the date of adoption.

The district reduced 1999-2000 planned spending by \$23 million to keep expenditures in line with budgeted revenues. District staff indicated the budget was reduced by imposing a hiring freeze on all vacant positions except instructional staff, eliminating administrative expenditures, using energy more efficiently to reduce utility charges, and eliminating many travel and professional development expenditures.

In addition, the district carefully monitors enrollments throughout the year and reassigns teachers when enrollment drops below expected levels. Full-time teachers who are reassigned either become permanent substitutes (at their pay, as required by contract provisions) or are used in another cost-effective manner. By using "extra" full-time teachers as substitutes, the district likely will reduce its expenditures for substitute teacher pay significantly, while students are being served by qualified, certified teachers.

## **FINDING**

The Association of School Business Officers (ASBO) and the Government Finance Officers Association (GFOA) have established programs that recognize school districts that prepare exemplary financial reports.

**Exhibit 7-8** displays a sample of the ASBO standards for exemplary financial statements.

**Exhibit 7-8**  
**Sample ASBO Criteria for Certificate of Excellence**  
**In Financial Reporting**

<p><b>Cover and Title Page</b></p> <p>Include the full name of the school system Contain the ending date of the fiscal year</p>
<p><b>Table of Contents</b></p> <p>Contains three separate sections Distinguishes the notes Includes page numbers Is cross-referenced</p>
<p><b>Transmittal Letter</b></p> <p>On letterhead, dated, and signed by both the chief executive and chief financial officer Is broad in scope Includes the results of the independent financial audit</p>
<p><b>Financial Section</b></p> <p>Includes the independent auditor's report Groups the general purpose financial statements at the front of the section Includes a combined balance sheet with columns for each fund type and separate columns for fixed assets and long-term debt Includes properly reported long-term liabilities, claims, and risk financing activities Reports reserves, encumbrances, advance refunding, and capital leases Includes notes and proper reporting of proprietary funds Provides information on employee benefits and provisions</p>
<p><b>Statistical Section</b></p> <p>Includes tables related to general expenditures by function over 10 years, revenues by source for 10 years, sources of data, and miscellaneous statistics</p>
<p><b>Other Items</b></p> <p>Does not use an excessive number of foldouts Is reader-friendly Is easily readable, legible, and sequentially numbered throughout</p>

*Source: Association of School Business Officials International, 1999.*

Since 1984-85, SAISD has received awards from ASBO and GFOA recognizing the exemplary nature of the district's annual financial report (AFR). The district includes the submission of documents to ASBO and GFOA seeking certificates of achievement as a major component of the job duties and responsibilities of the senior accountant.

## **COMMENDATION**

**SAISD has received certificates of achievement from the Association of School Business Officials and the Government Finance Officers Association for its annual financial report every year since 1984-85.**

## **FINDING**

Although SAISD is doing a good job with the AFR, SAISD's official 1999-2000 budget document meets minimal TEA requirements, but is not informative. The document includes the budget calendar, projected revenues by fund source, and projected expenditures by type and by fund. Other information is provided for the operating fund, with a comparison of estimated revenues and expenditures to prior years' data. Graphs and definitions of budgeted funds are used minimally. The only narrative is a description of the compensation plan with no attached schedules, or attachments, which provide the budget numbers to explain the narrative. While most school districts include budget information about each campus and unit, SAISD's budget does not.

A budget is more than a financial plan. It also is a communications device and an operations guide. Budget documents are most effective when district staff and the community can use them to understand how the district works and what goals the district is trying to achieve.

Citizens reported they could not determine what "their" school's budget was because the information was not available to the general public or to parents. TSPR's survey results show that only 29 percent of parents surveyed believed that financial reports were available to community members.

The SAISD budget document contains no introduction or message from the superintendent. There is no summary information to guide the reader through the financial structure of the school district. The document contains no property tax or other relevant information.

GFOA and ASBO both present annual awards for exceptional budget documents. Many school districts, including El Paso ISD, use the criteria established by the award to improve their budget documents.

**Exhibit 7-9** evaluates the SAISD budget document using the GFOA evaluation criteria. **Exhibit 7-10** provides the evaluation criteria published by ASBO.

**Exhibit 7-9  
Comparison of GFOA Criteria to SAISD Budget Document**

<b>Government Finance Officers Association Criteria</b>	<b>Meets/Partially Meets/ Does not Meet</b>	<b>Budget Presentation/ Documentation Weaknesses</b>
<b>Budget as an Operations Guide</b>		
Describe activities, services or functions carried out by organizational units	Does not meet	No program or organizational unit information presented.
Provide objective methods (quantitative and/or qualitative) of measurement of results by unit or program. Information should be included for prior year actual, current year budget or estimate, and budget year.	Partially meets	Comparative years' data provided. Program or organizational unit information not presented.
Include an organization chart for the entire district.	Does not meet	No organization chart included.
Include schedules or summary tables of personnel or position counts for prior, current, and budgeted years, including descriptions of significant changes in levels of staffing or reorganizations planned for the budget year.	Partially meets	Comparative years not included. There are no descriptions of changes in staffing levels or of reorganizations.
Provide summary information, including an overview of significant budgetary issues, trends, and resource checks. Summary information should be presented within the budget document either in a separate section, such as an executive summary, or integrated	Partially meets	Descriptions of trends not integrated with budget numbers. Issues and resource choices are not identified. No executive summary included.

within the transmittal letter or other overview sections.		
Explain the effect, if any, of other planning processes (for example, strategic plans, long-range financial plans, and capital improvement plans) upon the budget process.	Does not meet	SAISD does not include explanation of District Improvement Plan or Capital Plan.
Describe the process for preparing, reviewing, and adopting the budget for the coming fiscal year. Describe the procedures for amending the budget after adoption. If a separate capital budget process is used, a description of the process and its relationship to the operating budget should be provided.	Partially meets	Capital process not described. Calendar included. Explanation of the amendment process not included.
Uses charts and graphs where appropriate to highlight financial and statistical information. Provide narrative interpretation when the messages conveyed by the graphs are not self-evident.	Does not meet	Charts and graphs are included at minimal levels.
Provide narrative, tables, schedules, crosswalks, or matrices to show the relationship between different revenue and expenditure classifications (e.g., funds, programs, and organizational units).	Partially meets	Crosswalks to show relationships are provided; no narrative or other explanation included.
Include a table of contents to make it easy to locate information in the document.	Meets	No weaknesses identified.
Include definitions for any terminology (including abbreviations and acronyms) that is not readily understood by a reasonably informed lay reader.	Does not meet	Definitions not included.
<b>Budget as a Policy Document</b>		
Include statistical and supplemental data that describe the organization and the community or population it	Does not meet	Information and data about the community and population are not

<p>serves and provide other pertinent background information related to the services provided.</p>		<p>included in the documents.</p>
<p>Format budget document to enhance understanding and utility of the document to a lay reader. It should be attractive, consistent, and oriented to the reader's needs.</p>	<p>Does not meet</p>	<p>Document is not visually pleasing. Reader is unable to locate basic information such as expenditures by category and amounts allocated to campuses.</p>
<p>Include a coherent statement of organization-wide financial and programmatic policies and goals that address long-term concerns and issues.</p>	<p>Does not meet</p>	<p>Organization policies and goals not included.</p>
<p>Describe the organization's short-term financial and operational policies that guide the development of the budget of the upcoming year.</p>	<p>Does not meet</p>	<p>Policies that guide budget development are not presented.</p>
<p>Include a coherent statement of goals and objectives of organizational units (for example, departments, divisions, offices, or programs).</p>	<p>Does not meet</p>	<p>Organizational unit goals and objectives not included.</p>
<p>Include a budget message that articulates priorities and issues for the budget for the new year. The message should describe significant changes in priorities from the current year and explain the factors that led to those changes. The message may take one of several forms (transmittal letter, budget summary section).</p>	<p>Does not meet</p>	<p>No budget message included.</p>
<p><b>Budget as a Financial Plan</b></p>		
<p>Include and describe all funds that are subject to appropriation.</p>	<p>Partially meets</p>	<p>Not all funds adequately described.</p>
<p>Present a summary of major revenues and expenditures, as well as other financing sources and uses, to provide an overview of the total</p>	<p>Meets</p>	<p>No weaknesses identified.</p>

resources budgeted by the organization.		
Include summaries of revenues and other resources and of expenditures for prior year actual, current year budget, and/or estimated current year actual and proposed budget year.	Meets	No weaknesses identified.
Describe major revenue sources, explain the underlying assumptions for revenue estimates and discuss significant revenue trends.	Partially meets	No discussion included.
Include projected changes in fund balances.	Meets	No weaknesses identified.
Include a budgeted capital expenditures list and a list of major capital projects for the budget year, wherever authorized.	Does not meet	No capital project list included.
Describe if and to what extent capital improvements will affect operating budget.	Partially meets	Expenditures listed, but no explanation given.
Include financial data on debt obligations, describe the relationship between debt levels and legal debt limits.	Partially meets	No description given.
Explain the basis of budgeting for all funds, whether GAAP, cash, or modified accrual.	Does not meet	No explanation given.

*Source: GFOA Criteria, 1997.*

**Exhibit 7-10**  
**Association of School Business Officials International**  
**Meritorious Budget Awards Program Criteria**

<p><b>Introductory Section</b></p> <p>Contains an executive summary that tells the budget story in narrative, numeric, and graphic form.</p> <p>Includes a listing of board members and first-level administrative personnel.</p>
<p><b>Organizational Section</b></p>



Provides detailed demographic information about the district

Including level of education provided, geographic area served, and number of schools and students.

Includes an organization chart, mission statement, and goals and objectives.

Discusses forces that drive the budget process, such as policies and regulations.

**Financial Section**

Describes the extent to which capital spending affects current and future operating budgets.

Includes data on debt obligations and describes the relationship between debt levels and legal debt limits.

**Information Section**

Explains underlying assumptions for each major revenue estimate.

Discusses significant trends in major revenue categories.

Presents assessed and market property values.

Presents property tax and collection rates.

Provides performance measures for three years.

Presents student enrollment and personnel information.

*Source: Association of School Business Officials International, 1999.*

**Recommendation 87:**

**Revise the format of the official budget document to include more relevant information for parents and the community.**

SAISD should use the Government Finance Officers Association or Association of School Business Officials criteria to revise the SAISD budget document to make it more useful as an operations guide, communications device, policy document, and plan.

SAISD's budget is a public document in which financial information should be presented in a way that is easy to understand and provides relevant budget and performance data for the district's stakeholders. The budget document should present consolidated revenues by both fund and source, appropriated expenditures by both fund, function, object, and summarized presentation of property tax data and enrollment projections.

The revised document should include comparative data between fiscal years for items such as: (1) administrative, staff and faculty FTEs; (2) summary at the object code level by campus or department rather than detail transactions; (3) campus demographic information (ethnicity, economic status, dropout rates, etc.), and (4) enrollment data.

A narrative description of the budget, the district's main goals, and data for each campus and unit also should be included in the public budget document. **Exhibit 7-11** is a sample presentation of selected budget data for a high school.

**Exhibit 7-11  
Budget Document  
Jefferson High School - Fairfax County, Virginia**

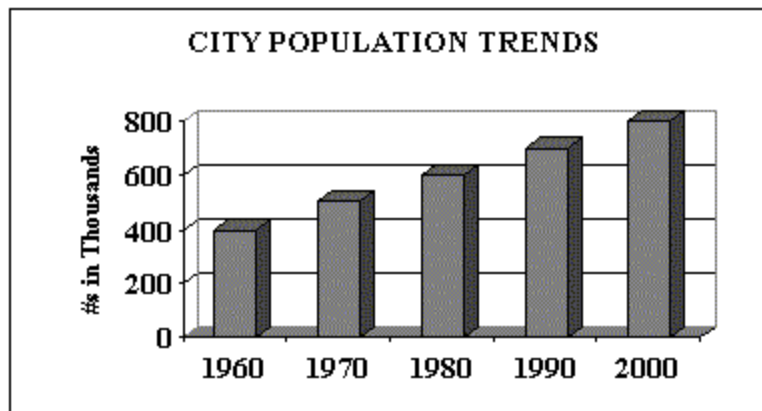
<b>Position Information (FTE's)</b>					
<b>Position</b>	<b>Fiscal 2000-2001 Budget</b>		<b>Fiscal 1999-2000 Actual</b>		<b>Increase (Decrease)</b>
Teachers	59.9		58.9		1.0
Counselors	3.0		3.0		-0-
Principal/Assistant Principals	4.0		4.0		-0-
Teacher Aides	6.0		6.0		-0-
Clerks	5.0		6.0		(1.0)
Food Service	7.0		6.0		(1.0)
Custodial/Other Staff	8.0		8.0		-0-
<b>Total</b>	<b>92.9</b>		<b>91.9</b>		<b>1.0</b>
<b>Budget Data by Function</b>					
<b>Function</b>	<b>Fiscal 1997-98 Actual</b>	<b>Fiscal 1998-99 Actual</b>	<b>Fiscal 1999-00 Estimated</b>	<b>Fiscal 2000-01 Budget</b>	<b>Percent Increase (Decrease)</b>
Instruction	500,000	510,000	515,000	520,000	2%
Instructional Administration	120,000	118,000	125,000	130,000	10%
School Administration	90,000	100,000	105,000	115,000	15%
Etc.	1,000,000	1,100,000	1,105,000	1,120,000	2%

<b>Total</b>	<b>1,710,000</b>	<b>1,828,000</b>	<b>1,850,000</b>	<b>1,885,000</b>	<b>3%</b>
<b>Student Data (1999-2000)</b>					
Total Enrollment	1,007	At-Risk			68%
Ethnicity		Bilingual			15%
Hispanic	87%	Mobility Rate			45%
Anglo	4%	Attendance Rate			90%
Asian Pacific	1%	Dropout Rate (Gr. 9-12)			8%
African-American	8%	Graduation Rate			60%
Special Education	14%	Honors Classes			12%

*Source: Fairfax County, Virginia School Corporation*

In addition, SAISD should include area demographic information in its budget document. Examples include population trends, employment by industry information, major employers, unemployment rates, and countywide property tax assessments and collection rates. Much of this information can be obtained from the county or from the local and state chambers of commerce. **Exhibit 7-12** displays examples of how such data could be presented.

**Exhibit 7-12**  
**Sample Demographic Graphs**



*Source: Fairfax County, Virginia School Corporation*

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The associate superintendent for Financial Services directs	July 2000
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	the budget staff to look at alternative budget formats.	
2.	The Planning and Budget director considers participation in the GFOA or ASBO budget award evaluation process.	August 2000
3.	The Planning and Budget director contacts GFOA or ASBO to get samples of award winning documents to use as a model.	August 2000
4.	The Planning and Budget director continues to obtain input from the community to ensure budget documents will be more useful.	September 2000 - and ongoing

### **FISCAL IMPACT**

This recommendation can be accomplished with existing resources.

### **FINDING**

How much the district spends on specific items in a school's budget is determined by formulas that are developed by the Planning and Budgeting Office. Each school receives a variety of direct allocations based on these formulas. For example, all schools receive an allocation of one principal and an allocation of \$1 per student for textbooks. The amount and basis of allocation vary depending on the type of expense and whether the campus is a high school, middle school, or elementary school.

SAISD's staffing formulas were revised during the 1999-2000 budget process, but formulas to allocate supplies and other funds have not been revised since 1996. **Exhibit 7-13** presents an example of the types of direct allocations per student that campuses receive.

**Exhibit 7-13**  
**Example of Direct Campus Allocations**

<b>Description</b>	<b>School Level</b>	<b>Unit</b>	<b>Allocation</b>
Repairs to equipment	High	Student	\$2.00
Repairs to equipment	Elementary	Student	\$2.20
Magazines and Periodicals	High	School	\$2,700.00
Magazines and Periodicals	Middle	School	\$1,000.00
Magazines and Periodicals	Elementary	School	\$500.00
Teaching supplies	High	Student	\$16.00
Teaching supplies	Middle	Student	\$13.00

Teaching supplies	Elementary	Student	\$13.00
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Source: SAISD, Office of Planning and Budget, 1999.

According to TSPR's survey results, 75 percent of SAISD teachers surveyed believe their schools lack the materials and supplies necessary for basic programs.

**Recommendation 88:**

**Review all instructional budget allocation formulas annually.**

SAISD should review and revise its campus allocation formulas as needed to determine if the actual allocation amounts are reasonable. The district should develop a plan to monitor the allocations, adjusting them periodically to account for changes in the cost of instruction and the quantity of supplies used. An annual review of these allocations and the basis upon which they are determined should help ensure that allocations adequately meet classroom needs.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The associate superintendent for Financial Services instructs the director of Planning and Budget to review and revise campus allocations based on conditions and to develop a plan to monitor those allocations periodically.	July 2000
2.	The director of Planning and Budget reviews the campus allocations for reasonableness and compares them to other districts that use similar allocation methods.	July 2000
3.	The director of Planning and Budget revises campus allocations based on the assessment.	July 2000

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

**FINDING**

Budget documents are made available to citizens by placing one copy of the budget in the main branch of the public library. At the time TSPR began its work, no information on the budget was available on the district's Web site. The district now has monthly financial information available on the Web site. Peer districts indicated that budget information was made available to the public in several ways. Documents are included

on the district's Web site; copies of budget materials are available at board work sessions; and a copy of the adopted budget is made available in each branch of the public library in the district. Information availability enables the public to provide input into a school district board's budget decision-making process and can help gain community acceptance and buy-in for a district's expenditure plan.

At the public forums held by TSPR, several citizens said they believed the board's budget process occurred behind closed doors with no input from parents, taxpayers, and other citizens. The absence of an open process resulted in suspicion and distrust about the board's budget planning. Those providing information at the public forums also said they felt excluded from the process and that the board did not understand what the special needs of the schools were, did not care about students, and was carrying out board members' private agendas that were not in the best interests of SAISD students and the San Antonio community.

TSPR's survey results show that 81 percent of parents surveyed did not agree budget materials were available to community members.

**Recommendation 89:**

**Distribute copies of all budget documents to the public and permit public input at budget work sessions.**

When the district distributes all budget documents, it should include planning documents used in the board work sessions. The documents should be distributed to all branches of the public libraries in the district and on the district's Web site. The district also should make copies available at board meetings and work sessions through the library's Internet connection.

Implementing this recommendation will provide citizens access to SAISD's documents and may generate additional community support for the district. In addition, availability of information will assist the campus committees and improve site-based decision making at the campus level. Public input at work sessions likely will reduce the exclusivity of the budget process and provide greater public support and buy-in.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Planning and Budget ensures budget documents are distributed to the libraries and placed on the both the district's and the library's Web site.	July 2000
2.	The superintendent ensures that public input is included during	July

	budget work sessions.	2000
3.	The director of Planning and Budget should capture all the comments raised during the budget work sessions, and should establish a workplan for addressing the comments.	August 2000
4.	The director of Planning and Budget should post the public comments/questions and the answers on the district's Web site.	August 2000

### FISCAL IMPACT

The cost associated with this recommendation is the duplication cost of the documents distributed. The duplication cost for each meeting and work session is estimated at less than \$300 (\$0.03 per page for 10,000 pages, equivalent to 100 copies of a 100-page document). The board held 10 meetings or work sessions during the budget development process in 1998-99, and the estimated cost to provide copies at the 10 meetings and in the libraries totals \$3,000. Materials distributed through the Web site would be at no additional cost to the district. If materials were made available to the public through the library's Internet connections, the cost to the district could be only several hundred dollars per year.

Recommendation	2000-01	2001-02	2002-03	2003-04	2004-05
Distribute copies of all budget documents.	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)

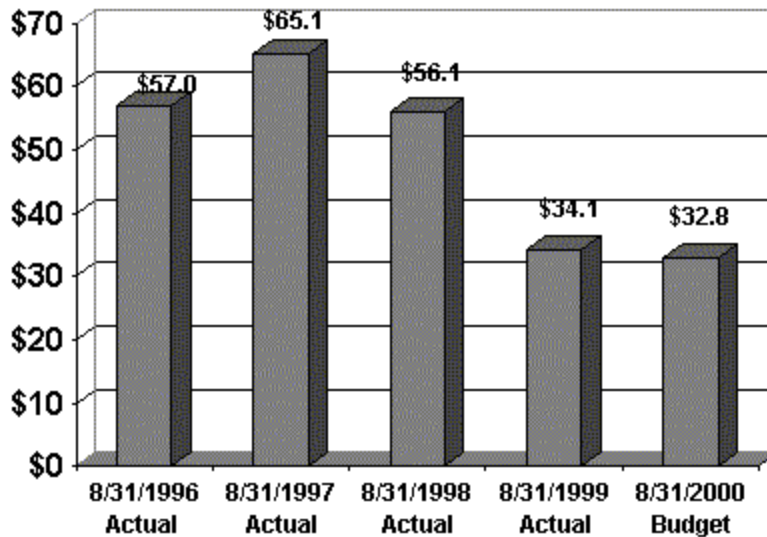
### FINDING

According to the *Letter on the Conduct of the Audit, August 31, 1998*, issued by the external auditors, SAISD's fund balance has been drawn down over the past several years. As shown in **Exhibit 7-14**, the fund balance as of August 31, 1998 was \$56,075,940, which was \$9 million less than the prior year. The fund balance was fully reserved or designated. As of August 31, 1999 the estimated General Fund balance was \$34,069,455 made up of \$5,140,902 reserved, \$24,869,480 designated, and \$2,830,073 undesignated.

Reserved fund balances are those that are legally earmarked for a specific future use, such as a reserve for encumbrances. Designated fund balances are those that are identified by the school district management to reflect tentative plans or commitments. Designations require board action. Designated fund balances are not the same as reserves because they represent plans, not legal commitments. Undesignated fund balances are the difference between the unreserved fund balance and the designated fund balance, and are available to finance monthly operating expenditures.

The Texas Education Agency's Financial Accountability System Resource Guide provides a computation of the optimum fund balance in the General Fund. The "Computation Worksheet" for optimal General Fund balances is a required schedule in the annual external audit. TEA recommends that the optimal fund balance be equal to the total reserved fund balance, total designated fund balance, and amount needed to cover Fall cash flow deficits in the General Fund, and one month of average cash disbursements during the regular (non-summer) school year.

**Exhibit 7-14**  
**SAISD**  
**General Fund Balances 1995-96 to Projected 1999-2000**  
**Fund Balances as of August 31 (end of fiscal year)**  
**(dollars in millions)**



*Source: SAISD Annual Financial and Compliance Report for 1996, 1997, and 1998; SAISD Office of Planning and Budget for 1999 and 2000.*

The board-approved budget for fiscal 1999 included a reduction of \$32.8 million in the General Fund. Based on the budgeted reduction in the General Fund, the ending 1998-99 General Fund balance would represent less than one month of budgeted General Fund expenditures. In addition, the 1999-2000 budget further deteriorates the fund balance. **Exhibit 7-15** displays a calculation made by SAISD's external auditor of the district's optimum general fund balance as of August 31, 1998.

**Exhibit 7-15**  
**Optimum General Fund Balance Calculation Schedule**  
**As of August 31, 1998**



<b>Step</b>	<b>Explanation</b>	<b>Amount</b>
1	Total General Fund Balance as of 8/31/98	\$56,075,490
2	Total Reserved Fund Balance	9,103,682
3	Total Designated Unreserved Fund Balance	46,971,808
4	Estimated Amount Needed to Cover Fall (9/1/98 - 1/31/99) Cash Flow Deficits in the General Fund (net of borrowed funds and funds representing deferred revenues) - UNAUDITED	-
5	Estimated Average Monthly Cash Disbursements of General Fund for the period 9/1/98 - 5/31/99 - UNAUDITED	30,208,210
6	General Fund Optimum Balance (Lines 2+3+4+5)	86,283,700
7	Excess (Deficit) Net Undesignated Unreserved General Fund Balance (Line 1 minus Line 6) - UNAUDITED	\$(30,208,210)

*Source: KPMG, San Antonio Independent School District, Annual Financial and Compliance Audit, Year Ended August 31, 1998.*

According to the 1997-98 external audit, SAISD's board approved approximately \$24 million in recurring expenses that were paid for from the fund balance. Because the expenses were for increased employee salaries, the external auditor noted that deficits were likely to continue beyond 1999 and deteriorate the fund balance further, even resulting in a deficit fund balance.

The State Legislature appropriated a salary increase of \$3,000 per teacher, nurse, and librarian for fiscal 2000, which provided the district with additional revenues that helped to minimize additional reductions of the General Fund balance. District personnel also indicated that major reductions were made in the fiscal 2000 budget to avert the need to reduce fund balances further.

District personnel said the board was advised about the effect of the board's decisions on the fund balance, but no record of this warning was found in the board minutes. The external auditors recommended that the district prepare a three-year financial plan and forecast to manage its cash flow, which the district has not completed. After submission of the external audit to TEA in December, the state Commissioner of Education

wrote the district a letter warning about the reduction in fund balances to lower than recommended levels.

All of the peer districts have three- to five-year revenue models to assist in planning and managing cash flow. The Texas Education Agency and Texas Association of School Business Officials (TASBO) make available an automated "summary of finance" model that assists in revenue and cash flow planning.

**Recommendation 90:**

**Develop a five-year revenue model to manage the cash flow so that the district's fund balance will be increased to the minimum level recommended by the Texas Education Agency.**

SAISD should monitor future revenue and expenditure levels and phase in an increase in the fund balance until it is equal to the minimal level. The existing fund balance would have to be increased by over \$10 million to achieve this objective in 1999-2000. The district should develop a budget plan to increase the reserve over a five-year period. The plan requires an increase in fund balances of about \$3 million per year. (The cash needed to fund one month's operating expenditures increases each year, thus requiring larger fund balances.)The district should be able to accomplish this by maintaining current levy collection rates. TSPR estimates that the district likely will receive \$97 million for the General Fund from its 1999-2000 levy. This is approximately \$6 million more than budgeted receipts from local taxes. If the district can restrict expenditures to budgeted levels, the additional funds received from local taxes would provide significant funds to begin the plan to increase fund balances. However, if district enrollments continue to decline, state aid likely will be less than budgeted. In either case, the district needs to monitor its revenue and expenditure levels very carefully.

The district can do this by developing a five-year model projecting district enrollments, revenues, tax rates, collection rates, debt service requirements, and other information to use in managing the cash flow. Because the district may require five years to rebuild its fund balances to acceptable levels, a five-year projection model is needed to manage cash flow.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent directs the associate superintendent for Financial Services to develop a revenue projection model.	July 2000
2.	The associate superintendent for Financial Services works with the	July

	funds manager and the director of Planning and Budget to develop assumptions and create a revenue model, or use the model available from TEA and TASBO.	2000
3.	The revenue model is used in budget work sessions for the fiscal 2001 budget.	July 2000
4.	The revenue model is used in continuing work on the 2001-02 budget process.	January 2001

## **FISCAL IMPACT**

This recommendation could be accomplished with existing resources.

## **FINDING**

Although the district has made significant cuts in projected 1999-2000 expenditure levels, the district's 1999-2000 budget does not appear to represent a realistic plan for carrying out the district's educational programs. The Texas Legislature mandated that all school district teachers, nurses, and librarians receive a \$3,000 raise in the 1999-2000 school year. SAISD's 1999-2000 budget for instruction increased only \$3.3 million over the 1998-99 budget although the district employs over 3,700 teachers, nurses, and librarians.

District personnel indicated that approximately \$5 million in teacher salaries and benefits were eliminated because enrollment was projected to decline 2,000 students. The cost for the teacher salary increase likely exceeds \$11 million with over 3,700 teachers, nurses, and librarians. Given a budget increase of \$3 million and savings of \$5 million, an additional \$3 million in savings related to teacher compensation will be needed to provide educational services as budgeted. A reduction of \$3 million in teacher compensation costs equates to reduction of another 66 teaching positions.

Peer districts monitor enrollments carefully throughout the school year to ensure efficient use of staff and other resources.

### **Recommendation 91:**

**Monitor both expenditures and enrollments at detailed levels and report monthly to the Board on expenditure and enrollment levels.**

The district must closely monitor enrollments and move teachers from positions for which the need no longer exists because of declining or shifting enrollment.

Because the district is in a precarious budget position, central office staff should review expenditure levels at least once every two weeks to determine if the district is on track in its expenditures compared to budget. Review of enrollment weekly will enable the staff to transfer teachers out of positions where there no longer is a need. Shifts in enrollment, especially downward, have an impact on revenue projections. As the school district enrollment declines, state revenues also decline. This means that revenue projections must be revised so that the budget accurately reflects available revenues. Monitoring of expenditures and enrollments should be an ongoing process as part of effective management of district resources.

Staff should report information on revenues, enrollments, and expenditures to the board monthly so that the board is informed of any changes in the district's financial position. Staff must monitor enrollments weekly, and positions transferred whenever enrollments change. In addition, all budget lines must be examined carefully to avoid additional deficit finance.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The board directs the superintendent to monitor enrollments and expenditures closely.	July 2000
2.	The superintendent directs the associate superintendent for Financial Services to develop methods to monitor enrollment, expenditures, and projected revenues and report to the board's proposed finance committee and subsequently to the board.	July 2000
3.	The associate superintendent for Financial Services develops monitoring methods.	August 2000
4.	The associate superintendent for Financial Services monitors enrollments and reports to superintendent and board.	Beginning with start of school, fall 2000

**FISCAL IMPACT**

The recommendation can be accomplished with existing resources.

**FINDING**

Schools may purchase goods and services through two types of purchase orders- regular purchase orders called AB16s, and emergency or special purchase orders, called AB17s. With AB16s, budgeted funds are encumbered through the normal purchase order process so that expenses

cannot exceed the amount budgeted for that purpose. Some AB17s, however, are issued after items have been purchased or services delivered, and are not tracked through the computerized system until after the expenditure is made. Consequently, a principal can overspend budgeted funds available for the school. The purpose of the AB17 purchase order is to handle emergency purchases that cannot wait for a regular AB16 purchase order to be processed, such as payments to vendors, emergency repairs of equipment, and field trip costs.

During interviews with principals, TSPR learned that some campuses use more than 200 AB17s each school year. This appears to exceed a rational number of emergency or spot purchases. Some principals said that they used AB17s to hire consultants for staff training that was scheduled three months in advance.

**Recommendation 92:**

**Increase controls over emergency purchase orders and hold principals and department heads accountable for any purchases that exceed budgeted amounts.**

AB17s should be used only for true emergency purposes, not simply when there is lack of adequate planning to request a purchase through regular channels. Preventing payment of any item unless there are adequate budget funds should help to increase budgetary accountability in SAISD.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The associate superintendent for Financial Services directs the supervisor of Accounts Payable to change procedures for processing disbursements.	July 2000
2.	The supervisor of Accounts Payable modifies the edit function of the accounting system to prevent any disbursements that result in expenditures that exceed authorized budgets. In addition, all accounts payable clerks are informed of the new procedures.	August 2000
3.	The Accounts Payable clerks report any occurrences of expenditures exceeding budgeted amounts to the appropriate individuals in the district.	September 2000
4.	All district employees responsible for monitoring budgets are required to submit budget amendments through the formal channels before disbursements can be made.	October 2000
5.	The supervisor of Accounts Payable counsels and trains district employees who repeatedly violate district policy.	November 2000

## **FISCAL IMPACT**

The recommendation can be accomplished with existing resources.

# Chapter 7

## FINANCIAL MANAGEMENT

### FISCAL OPERATIONS

A district's fiscal operations control the collection, disbursement, and accounting for federal, state and local funds. An effective fiscal operation has detailed policies and procedures and internal controls to process the district's daily business transactions efficiently and provide accurate, complete and timely information to the administration and board to facilitate decision making.

The Financial Services Department is responsible for the day-to-day management of the district's accounting functions of accounts payable; payroll; cash management including investments, deposits, and bank reconciliations; fixed asset accounting; property tax collections; federal and state financial reporting; and general ledger maintenance.

The Accounts Payable staff includes a supervisor, accountant and nine clerical positions. Accounts payable pays invoices, creates payroll checks and travel reimbursements, responds to vendor questions on payments, and issues IRS form 1099s and other federal and state forms.

Purchasing authorizes the purchase of goods and services, encumbers the funds, and sends a copy of the purchase order to the accounts payable office. When a school or office verifies goods or services have been received, the school or central office will authorize payment. Accounts Payable clerks review invoices from vendors, match the invoices to purchase orders, and issue payment after authorization from the school or office.

Accurate payroll accounting is important because of the necessity to pay employees promptly and correctly. In addition, detailed payroll accounting is necessary to fulfill legal requirements under federal and state laws concerning withholding taxes, social security taxes, and unemployment taxes. Accurate records on the percentage of employees' time in designated program functions also has an impact on the level of funding received from many federal and state programs. Moreover, in managing and planning for district activities, accurate payroll information is important because payroll is typically the largest spending category in a school district.

As of September 1, 1999, SAISD employed 5,753 staff.

**Exhibit 7-16** summarizes SAISD's 1999-2000 payroll by category. During 1999-2000, SAISD had a total budgeted payroll of \$322.8 million, \$1.1 million more than in 1998-99.

**Exhibit 7-16  
SAISD Payroll by Category  
1999-2000**

Description	General Fund	Special Revenue Fund	Total, All Funds
Teacher Salaries	\$170,578,850	\$7,638,643	\$178,217,493
Substitute Teachers	2,967,594	32,300	2,999,894
Other Professional Salaries	34,212,778	3,132,541	37,345,319
Extra duty pay/overtime	856,577	590,176	1,446,753
Paraprofessional/Classified Salaries	43,050,821	13,025,535	56,076,356
Substitute Paraprofessional	382,852	0	382,852
Supplemental Pay - Non-Contractual	2,510,627	92,382	2,603,009
Part-time Non-professionals	1,339,624	452,000	1,791,624
Social Security/Medicare	19,345,005	1,792,686	21,137,691
Health/Dental/Life Insurance	12,605,564	2,735,831	15,341,395
Workers Compensation	2,689,770	305,654	2,995,424
Unemployment Compensation	65,489	14,272	79,761
Teacher Retirement	1,100,113	1,268,896	2,369,009
<b>Total</b>	<b>\$291,705,664</b>	<b>\$31,080,916</b>	<b>\$322,786,580</b>

*Source: SAISD, Office of Planning and Budget, 1999.*

**Exhibit 7-17** compares SAISD's annual payroll to its peer districts.

**Exhibit 7-17  
Comparison of 1998-99 Annual Payroll  
SAISD and Peer Districts**

District	Number	Number	Number	Payroll	Total	Total	% Payroll to
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	of Students	of Staff	of Staff per 1,000 Students	Expenditures per Student	Payroll	Expenditures	Total Expenditures
Austin	79,496	9,173	115.4	\$4,161	\$330,776,585	\$474,799,719	69.7%
Corpus Christi	40,293	4,996	124.0	4,125	166,177,553	220,664,433	75.3%
El Paso	63,088	7,785	123.4	4,027	253,506,283	348,454,516	72.8%
Ft. Worth	77,997	8,970	115.0	4,314	336,277,550	430,259,596	78.2%
<b>San Antonio</b>	<b>59,157</b>	<b>7,838</b>	<b>132.5</b>	<b>5,448</b>	<b>321,879,810</b>	<b>413,289,150</b>	<b>77.9%</b>
Ysleta	47,275	5,857	123.9	4,408	208,209,934	255,176,458	81.6%
Peer Average	61,630	7,359	119.4	\$4,205	\$258,989,581	\$345,870,944	74.9%

*Source: TEA Financial Data Mart, 1999.*

*Note: Total expenditures include construction and other capital expenditures.*

SAISD's ratio of payroll expenditures to total expenditures is above the peer average, and SAISD's payroll expenditures per student are above the peer district average and above each of the other districts.

The Financial Services Department processes SAISD's payroll. The Payroll sub-unit is staffed with a supervisor and eight clerks. The payroll process is mostly manual. Employees report absences in a system that is called "positive reporting."

Time and attendance records are maintained at each school and forwarded to payroll weekly. Clerks in the payroll section enter data into the database. Payroll is processed through the Region 20 Service Center, and the district works closely with Region 20 personnel to ensure accurate and timely processing. Teacher substitutes, custodians, maintenance workers, warehouse workers, transportation workers, and food service workers are paid bi-weekly, while other staff is paid monthly.

## **FINDING**

The district contracts with a private armored car service to pick up cash and checks from each school and transport the cash and checks to the bank each day. This process provides security to district funds while eliminating the need for district employees to be in the possession of cash and checks, a risky situation for both the employee and the district.

## COMMENDATION

**SAISD uses an armored car service to safeguard and transport district cash.**

## FINDING

While the district has detailed administrative procedures in general, the Financial Services Department does not have a formal procedures manual that documents and governs all fiscal operations. The department has well-documented procedures for Student Activity Funds and for Payroll.

Procedures manuals provide staff detailed information about performing critical accounting and reporting functions. Procedure manuals also provide directions on the correct methods for processing specific transactions and serve as a training tool for new employees. In addition, procedures manuals provide a source of continuity and uniformity (high turnover occurs among accounting clerks).

### Recommendation 93:

**Develop policies and procedures manuals for all offices in the Financial Services Department and place the manuals on the district's Intranet.**

Written procedures manuals should be developed and updated annually to establish consistent practices that meet state laws and guidelines. Manuals are especially critical so clerks may serve more than one function.

**Exhibit 7-18** outlines some of the key components. Once a comprehensive procedures manual has been prepared, it is equally important to ensure this manual is updated regularly and kept online on the Intranet for instant access for district employees.

### **Exhibit 7-18 Recommended Content of Financial Procedures Manual**

<ul style="list-style-type: none"><li>• TABLE OF CONTENTS<ul style="list-style-type: none"><li>○ Budget and</li></ul></li></ul>	<ul style="list-style-type: none"><li>• PAYROLL<ul style="list-style-type: none"><li>○ Creating a Payroll</li></ul></li></ul>
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<ul style="list-style-type: none"> <li>Amendment Processing</li> <li>○ Recording Transactions</li> <li>○ Cash Receipts</li> <li>○ Payroll</li> <li>○ Internal Controls</li> <li>○ Journal Entries</li> <li>○ Fixed Assets/Property Control</li> <li>○ Purchasing</li> <li>○ Grant Accounting</li> <li>○ Technology</li> <li>• INTRODUCTION <ul style="list-style-type: none"> <li>○ Purpose - Authority - Organization</li> <li>○ Revisions - Policy - Definition</li> </ul> </li> <li>• TRANSACTIONS <ul style="list-style-type: none"> <li>○ Receipt and Disbursement Journal</li> <li>○ General Ledger</li> <li>○ Accounts Payable, Accounts Receivable</li> <li>○ Bank Reconciliation</li> <li>○ Other</li> <li>○ Forms</li> </ul> </li> <li>• CASH RECEIPTS/REVENUE <ul style="list-style-type: none"> <li>○ Where is Cash Collected/Received</li> <li>○ Types/Sources</li> <li>○ Daily Deposits/Documentation</li> <li>○ Controls</li> <li>○ Posting/Reconciliation</li> <li>○ Forms</li> </ul> </li> <li>• EXPENDITURES/CASH</li> </ul>	<ul style="list-style-type: none"> <li>○ Processing/Time/Paydays/Holidays</li> <li>○ Deduction Processing/Requirements</li> <li>○ Controls/Forms</li> <li>• TRAVEL/PETTY CASH <ul style="list-style-type: none"> <li>○ Reimbursement Guidelines</li> <li>○ Documentation Requirements/Forms</li> <li>○ Reporting/Advances</li> <li>○ Petty Cash Authorization</li> <li>○ How to Establish Petty Cash</li> </ul> </li> <li>• OTHER <ul style="list-style-type: none"> <li>○ Internal Controls <ul style="list-style-type: none"> <li>▪ Collections, Disbursements, Assets (investments/fixe)</li> </ul> </li> <li>○ Fixed Assets <ul style="list-style-type: none"> <li>▪ Control/Policy/Procedures/Form</li> <li>▪ Inventory</li> <li>▪ Tagging/Requirements</li> </ul> </li> <li>○ Purchasing <ul style="list-style-type: none"> <li>▪ Levels Bidding, Types of Purchase Orders/Form</li> </ul> </li> <li>○ Grant Stewardship <ul style="list-style-type: none"> <li>▪ Profiles/Compliance/Forms</li> </ul> </li> <li>○ Budget <ul style="list-style-type: none"> <li>▪ Process, Calendar, Amendments, Levels of Control, Forms</li> </ul> </li> <li>○ Student Activity Fund</li> </ul> </li> </ul>
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<p><b>DISBURSEMENTS</b></p> <ul style="list-style-type: none"> <li>○ Who and Where</li> <li>○ Purchasing Requirements</li> <li>○ Controls</li> <li>○ Quantity Discounts/Timing of Payments</li> <li>○ Forms</li> </ul>	
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*Source: Created by TSPR, 1999.*

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent directs the associate superintendent for Financial Services to develop a formal policies and procedures manual for the Financial Services Department.	April 2000
2.	The associate superintendent for Financial Services requires all employees to develop procedures for their duties, expanding and adding more detail to the job descriptions developed for this review.	May 2000
3.	The associate superintendent for Financial The associate superintendent for Financial Services, the funds manager, and the budget director compile a manual containing all board-approved policies that are applicable to the budget and finance functions in the district.	June 2000
4.	The associate superintendent for Financial Services reviews all procedures submitted by staff and compiles a single procedures manual, incorporating all applicable board approved policies.	October 2000
5.	The associate superintendent for Financial Services distributes the procedures manual to all Financial Services Department staff and conducts training or cross training for all functions.	November 2000
6.	The associate superintendent for Financial Services ensures the manual is placed on line.	December 2000

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

**FINDING**

Each check issued by the district, with the exception of payroll checks, must have the personal signature of one of three people in the district (the superintendent, the director of Planning and Budget, or the supervisor of Accounts Payable), no matter the amount of the check.

During the school year, each week approximately 500 to 900 general disbursements and 200 student activity checks are printed at the Region 20 service center, and mailed to the district to be signed. Smaller numbers of checks are issued and signed during the summer. This procedure was initiated by the former executive director of the Finance Department and has been continued because that was the established process. Most peer districts reported their procedures require a personal signature on checks greater than \$5,000; some took that amount to \$10,000.

The Region 20 service center offers electronic signatures on district checks through the use of their check-signing machine, but SAISD has not accepted that service. The service is available at no additional charge to districts whose payroll is processed through Region 20, as SAISD's is.

**Recommendation 94:**

**Modify district policy so that only checks over \$5,000 must have a personal signature.**

Signature by machine, with adequate safeguards to prevent abuse and fraud, should reduce the time spent by the superintendent, associate superintendent for Financial Services, and the budget director on this activity. Their time may then be directed to more important tasks. Adequate safeguards include limited access to checks and special clearances for only a limited number of individuals to operate the check-signing machine, which is owned by Region 20.

Region 20 includes electronic signature of checks among the services available to its clients at no additional charge.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The associate superintendent for Financial Services requests the board modify the policy to permit checks under \$5,000 to be signed by machine.	May 2000
2.	The board approves the change in policy.	June 2000
3.	The associate superintendent for Financial Services works with Region 20 to implement electronic signing.	August 2000
4.	The associate superintendent for Financial Services ensures that	September

## **FISCAL IMPACT**

This recommendation can be accomplished with existing resources.

## **FINDING**

In 1997, the district purchased an electronic timekeeping system called KRONOS. The system is designed to track employee attendance by issuing employees magnetically encoded identification badges that are "scanned" into timekeeping machines. Because a third-party vendor supplied the one component of KRONOS that was not Y2K compliant, it was not installed in the district. However, the vendor has fixed the Y2K difficulties, and installation was begun while TSPR conducted this review.

The KRONOS system requires an interface to integrate into the systems with Region 20. Currently, the district is using a paper system for time reporting that only report absences from work, which means that when an employee is absent, a paper form is sent to a supervisor for approval. Then, the approval form is keyed into the computer. The paper approval form must then be sent from the school or department to the central office for filing.

Most large corporations use an automated time-keeping system to facilitate payroll processing. Automated systems are more accurate than paper records and can generate management reports for monitoring employee time and attendance. Manual processes increase the potential for errors and require more labor hours to reconcile paper to the data that are entered by hand.

In addition to timekeeping, KRONOS can be used as a smartcard or key card to allow access to buildings, rooms within buildings, and to charge items at approved vendors.

Other school districts in Texas, including El Paso ISD, have installed the KRONOS system successfully.

## **Recommendation 95:**

**Complete the installation of the KRONOS timekeeping system and eliminate paper shuffling related to attendance reporting and investigate using the system in each of the schools for purposes of timekeeping, security, as a keycard, and as a smartcard.**

The Payroll Department should work with the Technology Department to create the interface between KRONOS and Region 20.

With KRONOS, all employees could be issued magnetically encoded identification cards that are used to "swipe" a time clock located at all schools and most district offices. In addition, some employees could "clock in" by logging into the KRONOS system through their personal computers. Magnetically encoded identification cards also can be used as building keys, locker keys, and as credit cards.

The KRONOS system was designed to provide supervisors a mechanism for monitoring salaried employees' attendance, but in the information age, the system may be used to calculate the number of hours worked by hourly employees and to monitor building access and improve security. KRONOS "smartcards" can be used as credit cards, with coding on the cards that permits automatic entry to the district's accounting system through the Region 20 system.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The Payroll Department works with the Technology Department to create the interface needed to install KRONOS.	September 2000
2.	The superintendent directs the associate superintendent for Financial Services to investigate implementation of an automated timekeeping system that may be used for other purposes as well.	September 2000
3.	The director of the Technology Department ensures KRONOS is installed and runs as a parallel system for six months.	January 2001
4.	SAISD personnel use KRONOS as the timekeeper and for other functions.	July 2001
5.	The associate superintendent for Financial Services issues recommendations on use of KRONOS as a smartcard system.	September 2001

### **FISCAL IMPACT**

Installation of the KRONOS system will require expenditures to develop the interface and to install the system in each of the district's buildings. Technology staff estimate that programming and installation will cost about \$1,000 per building, or \$100,000 for the district.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
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Complete the installation of the KRONOS timekeeping system and eliminate paper shuffling and investigate using the system in each of the schools for purposes of timekeeping, security, as a keycard, and as a smartcard.	(\$100,000)	\$0	\$0	\$0	\$0
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# Chapter 7

## FINANCIAL MANAGEMENT

### STUDENT ACTIVITY FUNDS

School districts must account for student-generated money through separate accounts called activity funds. These activity funds include money that principals are allowed to control and spend as needed for the purpose for which the funds were generated. Districts generally maintain separate bank accounts for these funds. Some districts centralize activity fund accounting in the district's finance or business office, while other districts permit individual schools to account for these funds. All Texas school districts, however, are required to include activity funds in the annual financial audit conducted by independent auditors.

TEA's *Financial Accountability System Resource Guide (FASRG)* outlines the requirements for student activity fund accounting. Three funds may be used to record activity fund money. According to FASRG, the school district's intent for the use of this money should dictate which fund is used to record the funds, as shown in **Exhibit 7-19**.

#### Exhibit 7-19

#### Student Activity Fund Accounting Description

Fund	Purpose
General Fund	Used if the district's policy allows for excess or unused funds to be recalled into the General Fund for general use.
Special Revenue Fund (Fund 461 - Campus Activity Fund)	Used if individuals other than students involved in the activity fund can use activity fund money in a manner that does not directly benefit students but will benefit the school.
Agency Fund (Fund 865 - Student Activity Account for Student Clubs and Class Funds)	Used if activity fund financial decisions rest solely with students.

*Source: Texas Education Agency, 1999.*

The Student Activities Fund office is a separate accounting unit within the Funds Management department. This office has the responsibility for

maintaining all financial and accounting records for student activity funds at the district's campuses. An accountant and four clerks staff the office.

The duties and responsibilities of the Student Activities Fund office are listed below:

- publish and update an *Accounting Procedures Manual*;
- publish and update a *Sponsor's Manual of Procedures for Student Activity Funds*;
- record all receipts (average of 1,400/month) and disbursements (average of 1,700/month) for 92 campuses with student activities;
- balance cash receipts and fund balance with bank;
- balance cash disbursements with bank and generate checks to vendors and balance to predetermined amounts;
- record immediate need "emergency" checks prepared at the schools;
- record all transfers;
- close the general ledger monthly and submit five (see below) monthly reports to all schools;
- review the account codes indicated on payment requests and transfers;
- assist school-based accounting clerks by means of annual in-service and telephone assistance as needed; and
- initiate and design office forms necessary for accounting compliance with Generally Accepted Accounting Principles.

The Student Activities Funds office distributes a set of five monthly reports. These reports are identified in **Exhibit 7-20**.

**Exhibit 7-20**  
**Monthly Reports Generated and Distributed**  
**by the SAISD Student Activities Funds Office**

<b>Report</b>	<b>Purpose/Contents</b>
Principal's Report	Monthly recap of individual account balances
Sponsor's Report	Individual account detail
Cash Receipts Report	Cash received by school and by fund
Cash Disbursements Report	Cash expended by school and by fund
General Journal	Identifies balance transfers

*Source: SAISD, Student Activities Funds Office, 1999.*

**FINDING**

Accounting for student activity funds in the district is centralized. All funds are deposited into a single checking account for school activity funds, and this account is reconciled at the central office. Interest earned on the funds is credited to each campus' account. The Internal Audit unit is responsible for auditing student activity accounts and completes an audit of all 95 activity funds every two years. Although only 92 schools have activity funds, three schools have two funds.

SAISD's activity funds consist of student club accounts that receive revenues from various fund raising activities. Students raise money for various projects through fundraisers. All fundraisers must be approved by the school principal and by the executive directors for that school.

Approval forms for the fundraiser are sent to the Financial Services Department and include the timing of the fundraiser, what the intent is, and who will be responsible for ensuring that all merchandise and revenues receive proper accounting. Once the fundraiser is conducted, a fundraiser summary form is completed and sent to the instructional steward (executive director) and the Financial Services Department. School sites are expected to complete purchase orders when spending funds from these accounts. These procedures minimize misuse of activity funds and provide an accounting trail for auditing purposes.

## **COMMENDATION**

**The district maintains centralized management of student activity funds and invests the funds with interest accruing to the individual school.**

## **FINDING**

SAISD has a detailed accounting manual and sponsor's manual that covers all aspects of student activity funds. The manuals were developed to provide more information about the student activity funds. The accounting manual identifies all the accounting codes needed to accurately record the student activity fund receipts and expenditures. Both manuals include all the rules about what student activity funds can be used for, what is allowed and not allowed, and identifies multiple "what-if" scenarios for the use of student activity funds. Instructions to principals and clerks on their responsibilities in what to accept from the sponsors are included, as well as the activity fund forms that must be completed. Because there are multiple forms that could be completed depending on the use of the funds, there are instructions and examples for when to use one form instead of another form. There are also instructions for how records should be maintained. For example, there are instructions about obtaining receipts when using the student activity funds to purchase items that will be sold

by the student organization. For each topic, there are very detailed instructions, but there are also contacts and phone numbers for where to go if the manual does not answer a question. The manuals are distributed to principals on each campus.

Several other Texas school districts have used the district's manuals as models for their student activity fund manuals. One school district cited SAISD's manuals for its easily understood forms and documented procedures.

## **COMMENDATION**

**The district has developed outstanding student activity fund manuals.**

## **FINDING**

Schools are issued 10 checks at one time to use for student activity accounts. Personnel at each school, usually including the principal, the clerk, or one other person, may issue these checks. Checks may be issued for specific purposes such as food for parties and candy that is resold, but there is no limit or oversight on the amount of either the check or its actual purpose. In addition, when all 10 checks are used, the school simply asks for 10 more. There is no annual limit on the number of checks.

These checks have extensive follow-up and recordkeeping tasks for staff in the Student Activities office when reconciling the main Student Activities bank account, and the subsidiary accounts for each campus. The Student Activities office does not record these emergency checks until a record of checks issued is sent to the office. Since staff of the Student Activities office maintains the checkbook for the Student Activities checking account, these are unrecorded transactions that are often not discovered until the account is reconciled. At this point, staff of the Student Activities office has to track down backup documentation on the unrecorded items.

While tracking down information on unrecorded expenditures is time consuming for staff, it is preferable from an internal control perspective to allowing each school its own petty cash fund for student activities. The use of these checks for purposes other than emergencies, however, has created budget control issues for the district.

District personnel said that at least one school uses more than 10 checks each week. It is unlikely that all of these checks are for emergency purchases. School personnel cited instances of using the checks to pay for football tickets in a neighboring district. This trip had been planned for

months, and a check could have been issued through normal district procedures, ensuring that funds were available for the purchase.

School staff said it was important for them to have the flexibility to use the student activity funds, using these "emergency" checks. However, principals who planned small parties to reward students for exemplary performance often used the checks to buy pizza or other food when charge privileges were available or when the party had been planned for more than a month.

**Recommendation 96:**

**Eliminate the check writing process at the school site and require all checks to be issued by the central office.**

Eliminating emergency checks for other than true emergencies should improve the district's oversight and accounting for school funds. Staff may continue to pay for true emergency items and be reimbursed by the district upon presentation of documentation or receipts for the purchase. If the staff member does not present documentation or receipts, no reimbursement should be issued.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent asks the board to eliminate issuance of emergency checks at schools.	July 2000
2.	The board eliminates the issuance of checks at schools.	August 2000
3.	The student activity fund accountant amends manuals to reflect change in board policy and distributes changes in manuals.	September 2000

**FISCAL IMPACT**

This recommendation can be accomplished with existing resources. Savings are likely to accrue from a reduction in the number of checks issued, but it is not possible to calculate the amount of savings.

# Chapter 7

## FINANCIAL MANAGEMENT

### TAX COLLECTIONS

Local property taxes provide a significant source of revenue for school districts. For school districts that collect their own property taxes, a high collection rate is essential to generating the resources necessary to cover daily operations.

SAISD's Board of Trustees sets the district's tax rates. State law requires that rates be set after the board adopts the district budget. SAISD's budget must be adopted no later than August 31 each year. The Bexar County Appraisal District typically has initial value estimates available in May, but certified property tax rolls are not available until the end of July. Consequently, the district must forecast its property tax revenue for budget purposes. These projections must be monitored throughout the budget process to ensure the projections are as accurate as possible.

**Exhibit 7-21** presents a three-year history of SAISD's projected tax revenue.

**Exhibit 7-21**  
**Property Tax Revenue Projections**

Description	1997-98	1998-99	Percent Change	1999-2000	Percent Change
M&O Component	1.4262	1.4211	(0.4)	1.5000	5.6
Debt service component	0.3871	0.3545	(8.4)	0.2220	(37.4)
Adopted rate	1.8133	1.7756	(2.1)	1.7220	(3.0)
Property value	\$5,768,755,269	5,910,666,649	2.5	6,270,901,561	6.1
Projected revenue	\$102,400,000	\$106,400,000	3.9	\$108,400,000	1.9

*Source: SAISD, Office of Planning and Budget for 1997-98 and 1998-99 property values and projected revenue; Bexar County Appraisal District for tax rates and all 1999-2000 data. Percent change calculated by TSPR.*

Revenues from property taxes make up about 27 percent of total district revenues, with the remainder coming from other local, state, and federal sources. Most of the district's revenue, 62 percent, comes from state sources. Revenues from property taxes rose by \$4 million, or 3.9 percent, between 1997-98 and 1998-1999, while revenues from property taxes are projected to increase by \$2 million or 1.9 percent between 1998-99 and 1999-2000.

Construction funds and deferred maintenance funds represent proceeds from the district's sale of bonds that have been made available for current year construction and facilities maintenance. These funds are not considered revenues because they represent obligations that will be paid back. Overall, for 1999-2000, the district projects a \$28 million decrease in revenues and other sources from the previous year.

The district relies on the services of the Bexar County Tax Assessor-Collector to collect taxes through an interlocal contract and contracts with a law firm to collect delinquent taxes. The County Tax Office is responsible for collecting taxes from property owners. Upon collection of school property taxes, the County Tax Office submits payments to SAISD through electronic funds transfer directly to the district's bank accounts.

## **FINDING**

The Bexar County Tax Assessor-Collector is responsible for assessing, collecting, and remitting property taxes for SAISD. Property taxes are remitted to the district at least once weekly, and sometimes more frequently, depending on how much revenue has accumulated, and daily during peak collection periods. Each day that funds are deposited, the bank sends the district confirmation that the funds have been received. The assessor confirms that the wire transfer has been made. The heavy tax collection season usually begins in late November.

Each month, the district receives a tax collection report from the county. Tax collections as a percentage of the total levy have averaged more than 97 percent for the last five years. Tax collections during 1998-99 were more than 100 percent of the levy because of the collection of delinquent or challenged tax collections from prior years.

Delinquent taxes outstanding as of August 31, 1999 for all prior years were about 9 percent of the district's 1998-99 tax levy. SAISD's tax collections are slightly higher than peer averages, and delinquencies are about average. **Exhibit 7-22** presents the current year levy collected for fiscal years 1995-96 through 1997-98 for SAISD and peers. **Exhibit 7-23** display taxes, penalties, and interest collected for the current and prior years as a percentage of the current year levy. **Exhibit 7-24** displays

cumulative delinquent taxes outstanding as of August 31, 1999 as a percentage of the current year levy.

**Exhibit 7-22**  
**SAISD and Peer Districts**  
**Current Year**  
**Levy Collections**

<b>District</b>	<b>1995-96</b>	<b>1996-97</b>	<b>1997-98</b>
Austin	97%	97%	97%
Corpus Christi	NA	98%	97%
El Paso	98%	97%	97%
Fort Worth	98%	98%	97%
<b>San Antonio</b>	<b>97%</b>	<b>97%</b>	<b>100%</b>
Ysleta	98%	96%	96%
Peer Average	98%	97%	97%

*Source: SAISD and TEA; peer average calculated by TSPR, 1999.*  
*NA - Not Available*

**Exhibit 7-23**  
**Taxes, Penalties, and Interest Collected as a**  
**Percentage of the Current Year Levy**

<b>District</b>	<b>1995-96</b>	<b>1996-97</b>	<b>1997-98</b>
Austin	99%	99%	99%
Corpus Christi	NA	100%	101%
El Paso	99%	99%	99%
Fort Worth	99%	99%	101%
<b>San Antonio</b>	<b>99%</b>	<b>99%</b>	<b>101%</b>
Ysleta	100%	99%	100%
Peer Average	99%	99%	100%

*Source: SAISD and TEA; peer average calculated by TSPR, 1999.*  
*NA - Not Available*



**Exhibit 7-24**  
**Cumulative Delinquent Taxes Outstanding as of**  
**August 31, 1999 as a Percentage of Current Year Levy**

District	Fiscal 1998-99 Levy	Delinquent as of 8-31-99	Percent Delinquencies to Levy
Austin	NA	NA	NA
Corpus Christi	\$87,589,536	\$6,301,520	7%
El Paso	\$122,548,099	\$9,779,529	8%
Fort Worth	NA	NA	NA
<b>San Antonio</b>	<b>\$106,436,964</b>	<b>\$9,718,322</b>	<b>9%</b>
Ysleta	\$57,383,159	\$6,894,937	12%
Peer Average	\$89,173,598	\$7,658,622	9%

*Source: SAISD and TEA; average calculated by TSPR, 1999.*  
*NA - Not Available*

**COMMENDATION**

**SAISD has achieved a high overall tax collection rate through its agreement with the Bexar County Tax-Assessor Collector and through its agreement with an outside law firm to pursue delinquent tax collections.**

# Chapter 7

## FINANCIAL MANAGEMENT

### INTERNAL AND EXTERNAL AUDITING

Section 44.008 of the Texas Education Code requires school districts to undergo an annual external audit of their financial statements. A certified public accountant must perform the audit, which must comply with generally accepted accounting principles (GAAP) and other standards promulgated by various agencies such as the Governmental Accounting Standards Board (GASB), the Office of Management and Budget (OMB), and the American Institute of Certified Public Accountants (AICPA).

Audit objectives vary depending on the type of audit performed. School district audits may be financial, performance, or compliance related. Financial audits are designed to provide reasonable assurance that the financial statements fairly present the district's financial position, results of operations, and cash flows in conformity with generally accepted accounting principles. Compliance audits may include determining whether the district has adhered to the specific requirements of state and federal granting agencies, while performance audits may include determining whether the district has performed consistently with its mission, goals, and objectives.

KPMG Peat Marwick LLP, a national certified public accounting firm, performed the district's annual financial and compliance audit for the past four years and issued acceptable audits with unqualified opinions. Audit fees for 1998-99 were \$72,500. Auditors have included recommendations to strengthen various internal controls and operating procedures.

Although law requires external audits, many Texas school districts also recognize the need for an internal audit function. TEA recommends districts maintain internal audit staff.

Internal auditing is considered an essential function in both government and corporate organizations. Internal auditors carry the work of external auditors a step further. While external auditors are considered primarily with the financial aspects of the organization, internal auditors help management improve the organization's performance through compliance with organizational policies and procedures, evaluation of internal controls, and identification of inefficient, unproductive, and fraudulent processes.

SAISD has an Internal Audit unit that consists of a senior auditor, an internal auditor, and a clerk. The Internal Audit unit was created to review

and appraise the reliability and integrity of the district's internal control systems, evaluate the accuracy and reliability of its accounting and reporting systems, and determine the extent to which district resources are employed economically and efficiently. The senior auditor reports directly to the superintendent. Internal Audit's budget is about \$135,000 during 1999-2000 and decreased from the 1998-99 budget because of the loss of an audit position. For the 1999-2000 school year, the Internal Audit office plans to allocate 5 percent of its audit hours to assisting the external auditors. The Financial Services Department provides extensive assistance to the external auditors.

One of the most important standards for internal auditors is independence. To be effective, auditors must be able to render impartial and unbiased judgments during the course of their work. Moreover, auditing functions are most effective when they are respected and supported throughout the organization and when audit findings are taken seriously and acted upon.

To strengthen auditor independence, the Institute of Internal Auditors (IIA) encourages governmental agencies to establish board audit committees independent of management. Audit committees exercise the responsibilities listed below:

- develop a formal internal audit charter setting forth authority, duties, and responsibilities;
- review audit plans and audit budgets;
- review audit results and management's responses to audit findings and recommendations;
- follow up on unresolved audit findings and recommendations;
- oversee relations with external auditors;
- review compliance with laws, regulations, and ethics;
- assist the board in carrying out its responsibilities related to accounting policies, internal control, and financial reporting practices; and
- submit recommendations for hiring and firing the audit director to the board.

A strong internal audit function can be a valuable management tool. Internal auditors are familiar with their organization's policies, procedures, personnel, and operating practices and can provide management in-depth evaluations of operations and internal controls. Moreover, internal auditors provide insight into the reliability and integrity of information; review an organization's compliance with laws, rules, and regulations; and encourage the efficient and economical use of resources.

## **FINDING**

An effective internal audit function contains certain key elements, which are displayed in **Exhibit 7-25**. The IIA is the primary national professional organization for internal auditors. The IIA establishes standards, issues pronouncements and provides resources, support, and training for the internal auditing profession. The IIA-established standards for the professional practice of internal auditing serve as the criteria by which the operations of an internal auditing department can be evaluated. **Exhibit 7-25** also shows how SAISD's Internal Audit office performs according to these five standards and shows where the office's functions fail to fully meet four of the criteria.

**Exhibit 7-25**  
**General Standards for the Professional Practice of Internal Auditing**

<b>General Standard</b>	<b>Description</b>	<b>SAISD</b>	<b>Explanation</b>
Independence	Internal auditors must be independent of the activities they audit. They must have the support of senior management and the board so they can gain the cooperation of auditees and perform their work proficiently.	Does Not Meet	The Internal Audit unit's reporting relationship restricts its independence. Internal audit reports to the superintendent. The former superintendent and the board did not always agree on the Internal Audit function.
Professional Proficiency	Internal auditors must have the technical proficiency and educational background to perform audits with due professional care. They must be able to obtain the knowledge and skills necessary to fulfill their responsibilities.	Meets	SAISD's internal staff includes one Certified Internal Auditor. Combined, the staff has 29 years of district experience. Training and continuing professional development is encouraged.
Scope of Work	The scope of work should encompass the internal auditor's responsibility to evaluate the adequacy of internal controls as well as compliance with policies, procedures, laws, and regulations. Scope of work	Partially Meets	The scope of work has not been broad and has not encompassed a wide range of district activities. Some assessments of risk and the evaluation of internal controls have

	also involves reviewing the means of safeguarding assets, appraising the economy and efficiency with which resources are used, and determining whether operation and program results meet established goals and objectives.		driven it. The focus has been on auditing campus funds, including student activity funds.
Performance of Audit Work	Audit work should include planning the audit, examining and evaluating information, communicating results, and following up on findings and recommendations.	Partially Meets	The review team obtained evidence that this standard was met for campus activity fund reviews, up to communicating results. Results are not communicated to the board.
Management of the Internal Audit Unit	The Internal Audit Unit should be properly managed so that its work fulfills the expectations of senior managers and the board, employs resources efficiently and effectively, and ensures that its work conforms to professional standards. These goals are met through its mission statement, audit plan, policies and procedures, staff recruitment and training, and quality assurance efforts.	Partially Meets	Internal audit has a mission statement and an audit plan. The senior internal auditor told TSPR that internal audit is moving toward fulfilling its role. However, internal audit cannot complete its annual audit plan because of staff reductions.

*Source: Sawyers' Internal Auditing, 4<sup>th</sup> edition; SAISD staff*

The internal audit unit reports directly to the superintendent. One of the most important standards for internal auditors is independence. Although the superintendent has sufficient authority to ensure that these standards are met, the reporting relationship has not encouraged independence. To illustrate, the internal auditor reports to the superintendent to summarize progress on projects and to report findings.

In their audit of the district's 1996-97 financial reports, the external auditors noted the following:

*The District's Internal Audit Department develops an audit plan for every fiscal year. During 1997 the Internal Audit Department did not follow its original plan due to special projects and changes in plans. To enhance the monitoring of controls and procedures of the District, we recommend that the original internal audit plans be followed to the fullest extent possible and that the Internal Audit Department be utilized for audits in additional critical areas such as payroll, personnel, finance, insurance, athletics, transportation and compliance with federal programs. Any operational responsibilities, such as performing reconciliations of plant services, transportation and athletic inventory, should be assigned outside of the Internal Audit Department wherever possible to maximize the time spent by this department on performing audits and other related functions.*

No board committee receives the reports of or discusses audit findings. The results of internal and external audits are reported to the superintendent and are only referred to the board at the superintendent's discretion. The Internal Audit unit conducts campus audits including audits of activity funds. All activity fund transactions are reviewed for compliance with campus accounting policies and procedures. Each deviation is documented and described in a written report with recommendations to improve and correct any problems. The written report is provided to the principal and to the instructional steward for the area. Written responses from the principal are required. The report, however, is not forwarded or provided to the board.

**Recommendation 97:**

**Modify the district organizational structure so the internal auditor reports to an audit committee of the Board of Trustees.**

The audit committee should serve as an oversight body for the internal auditing function and require written audit reports to be provided to the SAISD Board of Trustees and superintendent and be made available free of charge to all interested individuals.

To ensure independence and objectivity, the Internal Audit unit should report to at least one level above that of the area under audit. The internal auditor should report to a committee of the board because the scope of work includes all areas under the superintendent. The board committee should develop written policies to provide authority to the internal auditor and to provide open communications.

Distribution of audit reports, especially student activity fund audits, to board members and the superintendent should reflect the importance of the activity being audited and serve as an additional monitoring mechanism. Written reports should be provided free of charge to all interested parties upon request. The district should develop a policy that identifies interested parties and requires copies of audits to be provided to them.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The board establishes an audit committee.	July 2000
2.	The board audit committee establishes written policies giving authority to the internal auditor, requiring audit reports to be given to the board, and providing open communication.	August 2000
3.	The internal auditor reports to the audit committee.	September 2000
4.	The superintendent directs written audit reports of school activity funds to be provided to the board and made available to interested parties.	September 2000
5.	The superintendent makes copies of the audit reports available to interested parties.	September 2000
6.	The Board of Trustees reviews and approves the internal audit 2000-2001 audit plan.	September 2000
7.	The internal audit unit begins to report to the audit committee of the board and continues to report administratively to the superintendent.	October 2000

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

**FINDING**

A well-constructed audit plan delineates audit projects to be performed, justifies the budget, provides a means of quality control, and obtains management's cooperation and support of the audit process. The Internal Audit unit has a five-year plan for auditing duties that allocates the office's resources to various projects. **Exhibit 7-26** shows the characteristics of a best practice audit plan and evaluates SAISD's audit plan.

**Exhibit 7-26  
Characteristics of a Best Practice Audit Plan**

<b>Characteristic</b>	<b>Description</b>	<b>SAISD</b>	<b>Explanation</b>
Projects are selected based on risk assessment and include a discussion of overall audit objectives.	More resources are allocated to areas of higher risk. The risk assessment and audit objectives for each project are included in the audit plan. Audit objectives provide an explanation of how their accomplishment will benefit the organization.	Weak	Risk assessments are not documented in the plan and the audit objectives for each project are not documented completely.
The plan is subject to modification to meet the organization's goals.	Changes should not be made at the request of audit subjects who simply want the audit postponed for their convenience; however, flexibility should be built into the plan to accommodate the district's overall needs.	Adequate	The plan states that certain factors could result in a change to the plan. Such factors include the hiring of a new superintendent, board input, and results of the TSPR review.
The plan allows for input from senior management regarding their assessment of the risk and exposure before the plan is finalized.	Management input in the audit plan is likely to improve cooperation from audit subjects and a shared sense of ownership in the final product.	Adequate	The superintendent and internal auditor considers input from district administrators while developing the audit plan. The plan is reviewed and modified based on feedback from key administrators.
The plan shows how staff resources will be allocated to audit projects.	An important standard of audit fieldwork is that staff is assigned to projects that match their skill and experience level. Allocation of staff resources in the plan should ensure audits are staffed and supervised properly.	Adequate	SAISD's plan shows the total allocation of hours by staff position to each project.
The plan has	Estimated timelines are	Adequate	The plan contains



estimated start and completion dates.	necessary to prevent projects from being delayed unnecessarily and to keep projects that have started on track.		estimated starting and ending dates for projects.
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*Source: Texas School Performance Review, 1999.*

During the last two fiscal years, the Internal Audit Unit has not been able to adhere to its audit plan. Staff has left, and the office decreased from four auditors to two. The remaining two auditors have not been able to complete work identifying problem areas within the district before they become problems.

**Recommendation 98:**

**Improve the internal audit plan by incorporating risk assessments and a discussion of overall audit objectives.**

An audit plan that has been approved by the board and carried out by the internal audit staff will develop confidence in the management practices of the district.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The internal auditor prepares an audit plan that follows IIA guidelines.	July 2000
2.	The board's audit committee approves the audit plan.	September 2000
3.	The internal audit staff carries out the plan.	Fiscal 2001

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

# Chapter 8

## PURCHASING AND CONTRACT MANAGEMENT

This chapter reviews the San Antonio Independent School District's (SAISD's) purchasing and contract management functions in seven sections:

- A. Purchase Orders
- B. Bid Process
- C. Warehouse Inventory and Services
- D. Textbooks
- E. Contract Management
- F. Organization and Management
- G. "Yellow Pages" Opportunity Assessment

The purchasing functions should ensure that the district receives the highest-quality supplies, equipment and services at the best price and in accordance with Texas purchasing guidelines. Warehouse operations include the receipt, storage and distribution of a wide variety of goods, including school supplies, textbooks and vehicle parts. Textbook operations ensure that textbooks are available for each student. Contract management procedures ensure that the district effectively governs, monitors and evaluates its relations with contractors.

### BACKGROUND

Section 44.031 of the Texas Education Code requires that all purchases (except of produce and fuel) valued at \$25,000 or more in the aggregate for each twelve-month period must be made through competitive bidding, competitively sealed proposals, request for proposals for services other than construction services, catalog purchase, interlocal contract, design/build contract, job-order contracts or construction management contracts.

**Exhibit 8-1** summarizes competitive purchasing methods used by SAISD as outlined in the Texas Education Code.

**Exhibit 8-1**  
**Competitive Purchasing Methods**

<b>Purchasing Method</b>	<b>Description</b>
Competitive bidding	Requires that bids be evaluated and awarded based solely upon bid specifications, terms and conditions and bid prices.

Competitive sealed proposals	Requires the same terms and conditions as competitive bidding, but allows changes in the nature of a proposal and prices after proposal opening.
Request for proposals	Furnishes a mechanism for the competitively sealed proposal process that generates the receipt of competitive sealed proposals and contains several key elements, including newspaper advertisement, notice to proposers, standard terms and conditions, special terms and conditions, scope of work, acknowledgement form/response sheet, felony conviction notice and contract clause.
Catalog purchase	Provides an alternative to other procurement methods for the acquisition of computer equipment, software and services only.
Interlocal contract	Provides a mechanism for agreements with other local governments, the state or a state agency to perform governmental functions and services.
Design/build contract	Outlines a method of project delivery in which the school district contracts with a single entity to take responsibility for both the design and construction of a project.
Job order contracts	Provides for the use of job order contracts for minor repairs and alterations.
Construction management contracts	Outlines the use of a contract to construct, rehabilitate, alter or repair facilities using a construction manager.

*Source: Texas Education Code, 1999.*

The Texas Education Code also requires districts to give notice of bidding opportunities and allow a sufficient amount of time for prospective bidders to respond. School 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 is located and which meets the legal criteria as a newspaper. For contracts worth less than \$25,000, the notice requirement can be satisfied by advertising in two successive issues of any newspaper published in the county.

According to SAISD, the school district uses the following evaluation criteria in considering which goods and services to purchase:

- purchase price;
- reputation of the vendor and the good and services they deliver;
- quality of the goods and services;
- the extent to which the goods and services meet the district's needs;

- the vendor's past relationship with the district;
- the total long-term cost to the district; and
- any other relevant factor that a private business entity would consider in selecting a vendor.

The Texas Education Code allows the district to purchase items available from only one source ("sole-source" purchases) if the item being purchased is:

- an item for which competition is precluded because of the existence of a patent, copyright, secret process or monopoly;
- a film, manuscript or book;
- a utility service including electricity, gas or water; or
- a "captive" replacement part or component for equipment (those specific to a particular piece of equipment and available from more than one vendor).

**Exhibit 8-2** summarizes purchase and bid approval processes specified in the Texas Education Code, as well as those used by SAISD.

**Exhibit 8-2  
State-Mandated Bid and Purchasing Approval Process  
and SAISD Requirements**

<b>Purchasing Level</b>	<b>Texas Education Code Bid Requirements</b>	<b>Texas Education Code Approval Requirements</b>	<b>SAISD Requirements</b>
\$25,000 and greater	Formal sealed bid	User unit/school approvals and director of Purchasing and superintendent or designee and Board of Trustees	Same as Texas Education Code
Greater than \$10,000 - less than \$25,000	Formal quotation from 3 vendors (written and sealed)	User unit/school approvals and director of Purchasing and superintendent or designee	Same as Texas Education Code
Greater than \$5,000 - less than \$10,000	Quotations from 3 vendors (telephone, fax, or written)	User unit/school approvals and purchasing agent	Three written quotations are required; director of Purchasing approval
\$0 - less than	Quotations from	User unit/school	Director of

\$5,000	1 - 3 vendors (telephone, fax, or written)	approvals and Purchasing clerk	Purchasing approval
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*Source: Texas Education Code, 1999; SAISD, Purchasing Department, 1999.*

# Chapter 8

## PURCHASING AND CONTRACT MANAGEMENT

### PURCHASE ORDERS

SAISD operates a paper-based purchase order system for the purchase of goods and services. The critical components of this system include the following steps:

- departments and schools complete paper purchase order forms to purchase goods and services;
- the Purchasing Department processes purchase order forms by reviewing them for completeness, accuracy, appropriate budget codes, available funds and required authorizations;
- the Purchasing Department encumbers department and school funds for authorized purchase order form purchases;
- the Purchasing Department sends authorized purchase order form purchases to the winning vendor for delivery of the goods and services;
- the department or school receiving the goods or services acknowledges receipt and notifies Accounts Payable of the delivery; and
- the Accounts Payable Department processes payment to vendors.

Activities critical to the operation of the purchase order system are described in the Purchasing Department's *Purchase Order Form Steps* document, which is used by the purchase order clerks and the encumbrance clerk. The key activities include:

- review for required authorizations;
- review for appropriate budget codes;
- review vendor and sole-source vendor numbers, approval letters and discount amounts;
- record the satisfactorily completed purchase orders in a log book;
- assign a vendor number, as needed, with the assistance of Accounts Payable;
- review of shipment address; and
- encumber funds by using SAISD's ESC Region 20 computer-based mainframe system.

There are 20 regional education service centers (ESCs) across Texas, each providing a variety of services to school districts both within and outside their defined geographic boundaries. ESC Region 20 provides SAISD with a computer-based financial mainframe system that is used to encumber funds when purchase orders are processed. The ESC Region 20 mainframe

system is the primary computer system used to support the financial operations of the district.

In 1998-99, SAISD's Purchasing Department processed 23,834 purchase orders, according to ESC Region 20. (The district's own paper records indicated that they had only processed 16,792 purchase orders in 1998-99 TSPR used ESC Region 20's count since it was electronically generated using their mainframe system.)

## **FINDING**

SAISD's purchasing system is antiquated, inefficient and labor-intensive. Departments and schools prepare paper purchase order forms with typewriters or dot-matrix printers that can penetrate a five-page carbon-copy purchase order form. Copies of the form are distributed to the selected vendor, the Purchasing Department and the Accounts Payable Department. The department or school that submits the purchase order form also keeps one copy for its files and completes another that records the receipt of the goods or services. Accounts Payable also receives a copy that is completed by the department or school receiving the goods or services.

This system requires three full-time clerk positions simply to process documents. All key processing activities employed by the Purchasing Department are manual processes. In each case, clerks must manually review, type, write, and record information related to purchases on to paper forms, paper log books or paper file records. The Purchasing Department uses logbooks to record and index the receipt of purchase order forms. Clerks must pull the original paper purchase order forms to verify purchases or to review in-progress purchases. A Rolodex filled with paper cards is used to track all vendors and their appropriate identifying numbers and approved bids. Encumbering funds, or the business process the Purchasing Department uses to indicate that funds have been earmarked for a purchase before a payment has been made to the vendor, is partially supported by the ESC Region 20 mainframe system. A clerk encumbers funds by entering purchase order dollar amounts into the ESC Region 20 mainframe system.

A majority of teachers surveyed by TSPR (54 percent) in October 1999 disagreed or strongly disagreed with the statement, "Purchasing gets me what I need when I need," while 54 percent of district administrators and support employees and 56 percent of principals and assistant principals agreed with this statement.

**Exhibit 8-3** compares SAISD's purchase order activity with peer districts. Of this group, Ysleta ISD processes the largest number of purchase orders,

while Austin ISD processes the fewest. SAISD trails behind El Paso ISD, Fort Worth ISD and Ysleta ISD in purchase orders processed per employee. Fort Worth ISD, the most efficient district, can process 13,500 purchase orders per employee per year, while SAISD processes fewer than 8,000 per employee per year. Fort Worth ISD's efficiency is likely due to the use of an automated purchasing that requires fewer manual and written tasks to be performed by staff.

**Exhibit 8-3  
Peer District Comparison of Purchase Orders Processed\*  
September 1998 - August 1999**

<b>Services Provided</b>	<b>Austin ISD</b>	<b>El Paso ISD</b>	<b>Ft. Worth ISD</b>	<b>San Antonio ISD</b>	<b>Ysleta ISD</b>
Purchase orders processed	22,342	26,000	27,000	<b>23,834</b>	45,906
Purchasing Department employees dedicated to processing purchase orders	4.5	3	2	<b>3</b>	5
Purchase orders processed per employee	5,187	8,667	13,500	<b>7,945</b>	9,181
Use an automated purchase order system	Yes, limited	Yes	Yes	<b>No</b>	Yes

\* Corpus Christi ISD did not respond to the request for information.  
*Source: Survey of Peer Districts, TSPR, 1999.*

Moreover, SAISD's heavy reliance on paper-based forms is an impediment to SAISD's growing need to analyze its spending patterns. The ESC Region 20 mainframe system provides little of the sort of management information needed to determine whether the district is making consistent, cost-effective purchases.

TSPR analyzed the Purchasing Department's processing of purchase order forms for September 1998 through August 1999 (**Exhibit 8-4**).

**Exhibit 8-4  
Performance Analysis of Purchase Order Forms Processing  
September 1998 - August 1999**

<b>Issue</b>	<b>Results</b>
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Total number of purchase order forms reviewed:	50 purchase order forms
Type of entities submitting purchase order forms:	66% Schools 34% Departments
Accuracy of schools/departments' completion of purchase order forms:	72% Contained no completion errors 28% Contained completion errors
Nature of the completion errors on the purchase order forms:	33% Wrong budget code used 22% Missing necessary approvals 11% Not an approved bid vendor 11% Insufficient funds for purchase 11% Insufficient number of price quotes 11% Unknown error
Percent of purchase order forms returned to schools/departments for correction:	82% Were not returned for correction 18% Were returned for correction
Average processing time for a purchase order form not returned for correction:*	4.6 business days
Average processing time for a purchase order form returned for correction:*	13.8 business days

*Source: SAISD, Purchasing Department, 1999; TSPR, 1999.*

*\*Processing time was measured from the time Purchasing Department receives an AB-16 form from a school/department and ending when the Purchasing Department approves the purchase.*

Purchase order forms containing no errors by the submitting school or department require 4.6 business days for processing; those with some type of error require an average 13.8 business days to be processed. By contrast, automated purchasing systems used in Austin ISD, Ysleta ISD and El Paso ISD typically process purchase orders within 2.3 business days.

SAISD has acknowledged the need to automate its purchasing functions and is investigating the costs associated with procuring an automated purchasing system. It is clear that peer school districts that use automated purchasing systems are much more staff- and time-efficient processors of purchase orders than SAISD. Speedier processing times for purchase orders ensures that schools and departments get the goods they have ordered in a timely manner and that education service delivery is not hampered by the absence of these goods.

**Recommendation 99:**

**Purchase and use an automated purchasing system.**

An automated purchasing system would allow the district to process purchase orders, bid solicitations, price quotations and other purchasing activities automatically. It should be a top priority for the Purchasing Department.

Currently, the encumbrance clerk enters purchase order information into the ESC Region 20 financial system to indicate that budgeted funds have been earmarked for a specific purchase. This business process is known as encumbering funds. With the use of an automated purchasing system the encumbrance process will be automated since schools and departments will use electronic purchase orders. A purchase order contains all the necessary information on it to allow an automated purchasing system to automatically encumber funds. Automation of the encumbrance process will eliminate the primary job functions of the encumbrance clerk and that position should be eliminated.

The district could assign the two purchasing clerks to review and approve purchase orders submitted through the new system. These clerks also could provide telephone support to schools and departments that may have questions concerning the new system or specific purchases.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Purchasing requests assistance from the Information Technology Department to purchase and implement the automated purchase order system.	July 2000
2.	The director of Purchasing studies and reviews the implementation of the automated purchase system.	July 2000
3.	The director of Purchasing seeks board approval for the purchase of the new automated purchase order system.	July 2000
4.	The director of Purchasing competitively procures the new	August

	automated purchase order system.	2000
5.	The director of Purchasing redirects the two purchase order clerks to purchase order electronic approval, monitoring and telephone support for the automated purchasing system.	August 2000
6.	The director of Purchasing conducts in-service training for schools and departments on the new system.	August 2000
7.	The director of Purchasing presents the plan to eliminate the encumbrance clerk position to the board for review and approval.	August 2000
8.	The director of Purchasing secures system training for the two purchase order clerks.	August 2000
9.	With board approval, the director of Purchasing eliminates the encumbrance clerk position.	September 2000
10.	The director of Purchasing implements the use of the automated purchase order system for the Purchasing Department.	September 2000

### **FISCAL IMPACT**

The automated purchasing system should cost \$135,000 in one-time implementation costs and \$20,250 in annually reoccurring maintenance costs. Eliminating the encumbrance clerk position would save the district \$33,164 a year (\$27,184 annual salary plus benefits of 22 percent).

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Purchase a new automated purchasing system	(\$135,000)	\$0	\$0	\$0	\$0
Annual maintenance costs	\$0	(\$20,250)	(\$20,250)	(\$20,250)	(\$20,250)
Eliminate the encumbrance clerk position	\$33,164	\$33,164	\$33,164	\$33,164	\$33,164
Net Costs/Savings	(\$101,83)	\$12,914	\$12,914	\$12,914	\$12,914

### **FINDING**

SAISD allows its staff to purchase goods from its vendors only through purchase orders and employee reimbursements. Purchase orders, as we have seen, are the most traditional method of submitting purchase

requests. This process is paper-intensive and can delay the delivery of goods to schools and departments. Employee reimbursements, or the business process used to repay employees for the purchase of school-related goods or services with their own funds, circumvent the encumbrance process. This makes it possible for employees to over spend the budget and often prevents the district from receiving vendor discounts. Vendor discounts may not be offered to school employees when they purchase items outside the purchase order process because the vendor may have no means of verifying the employee is entitled to a discount.

On the other hand, many educational and governmental institutions are beginning to use "procurement cards" to expedite purchases while earning discounts. The General Services Commission has established the State of Texas Procurement Card System. The card is designed as a payment method to streamline small dollar purchases typically made utilizing petty cash, local accounts or employee reimbursement. All purchasing statutes, rules, policies and procedures must be adhered to when utilizing the procurement card. School districts like SAISD can choose to "piggyback" on the procurement card contract that the General Services Commission has negotiated with Bank of America. SAISD's director of Purchasing met with Bank of America in Fall 1999 to discuss the adoption of procurement cards.

Procurement cards are credit cards issued by the district to its employees. Procurement card expenditures are paid monthly to the issuing bank in the form of a one lump-sum payment. Both the cardholder and Accounts Payable staff can review cardholder payments daily, weekly or monthly. A school district can also exhibit more financial control over employee purchases and prevent employees from abusing the employee reimbursement system by using a procurement card. Districts can set spending limits for each procurement card and place restrictions on the types of purchases it can be used to make. Put simply, procurement cards can prevent employees from purchasing goods that they should not be purchasing from vendors they should not be using.

Procurement cards can significantly reduce the number of purchase orders and payments a district must process annually. Texas A&M University, the University of Oklahoma, and Pasadena ISD all use procurement cards and have found that they reduce the number of purchase orders and payments while earning discounts from suppliers due to faster payment. Dallas ISD also is implementing a procurement card system.

#### **Recommendation 100:**

**Issue procurement cards for staff purchases from local vendors.**

The Purchasing Department's assistant director should be assigned to manage the procurement card program. To start the program, the district should contract with a financial institution to provide procurement card services, such as through a piggyback contract using the General Services Commission's program. Billing for the cards would be consolidated through a single bill to SAISD's Accounts Payable. SAISD might receive a rebate from the card company if it pays this bill within a specific timeframe.

Reducing the district's volume of purchase orders should free up staff time that could be used to monitor the new program as well as the recommended automated purchasing module. Procurement cards should be used for items costing up to \$500.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director for Purchasing establishes a team of representatives from the Purchasing Department and Finance Department to develop a procurement card program.	May 2000
2.	The team members conduct site visits with local companies to evaluate the program and its benefits.	May - July 2000
3.	The team members review card capabilities with major providers.	August 2000
4.	The team receives approval from the associate superintendent for Business Support Services to move forward with a request for proposals (RFP) or negotiations through the state GSC contract.	August 2000
5.	The team submits the RFP.	September 2000
6.	The associate superintendent for Business Support Services approves the RFP.	September 2000
7.	The board approves the recommended vendor from the RFP or negotiations through the state GSC contract.	October 2000
8.	The team establishes procedures and policies for the procurement card, including granting schools and departments authority to make purchases up to \$500 without prior approval from the Purchasing Department.	November 2000
9.	The director of Purchasing ensures that staff members are trained in the use of the cards and then distributes them in several departments as a pilot test.	December 2000

10.	The Purchasing Department tests the procurement card program in several departments.	December 2000 - February 2001
11.	The director of the Purchasing Department ensures that a districtwide procurement card program is implemented.	March 2001

**FISCAL IMPACT**

With procurement cards, the Purchasing Department could reduce the number of purchase orders it must process every year. Procurement cards should complement the recommended automated purchasing module and help the district reduce the staff time it commits to the review and approval of purchase orders. Lower prices could be negotiated with vendors after successful implementation of the program due to the quicker payments vendors should receive. SAISD could receive rebates from a card company.

# Chapter 8

## PURCHASING AND CONTRACT MANAGEMENT

### **BID PROCESS**

The Purchasing Department operates a Bid Section that is responsible for issuing requests for bids. Request for bids are formal district notices to the public that the district intends to purchase some type of good or service and that district would like to receive formal responses from vendors stating how much those goods or services would cost.

From September 1998 to August 1999, the Purchasing Department issued 153 bids. The Purchasing Department seeks the assistance of district campuses and departments in the preparation, release, review and evaluation of bids.

The Purchasing Department is responsible for issuing requests for bids for aggregated personal property purchases. Aggregated purchases are usually defined as purchases made by individual categories, such as office supplies or maintenance supplies. These aggregated purchasing categories are subject to different state requirements; different requirements are triggered at spending thresholds.

Formal price quotations are required for those items or services the district intends to purchase that will cost \$10,000 to less than \$25,000 in the aggregate for the school year. Competitive procurement is required on those items that will cost in excess of \$25,000 in the aggregate for the school year. Issuing requests for bids typically requires the Purchasing Department to:

- prepare, with the assistance of the department requesting bids, the request for bids that will be released to prospective vendors;
- advertising bids;
- maintain up-to-date lists of prospective vendors;
- receive formal bids from prospective vendors; and
- give final approval to department-selected vendors.

However, each SAISD department - not the Purchasing Department alone - is charged with selecting and recommending a winning vendor from those that submit bids. SAISD's departments are directed in their decision-making process by administrative procedures related to the evaluation and recommendation of competitive bids set out by the board. (Board Policy CHD Local, Business and Support Services, No. 12.)

After receiving bid recommendations from the department, the Purchasing Department must approve the bid vendors. Board approval is required for purchases that exceed \$25,000.

**Exhibit 8-5** compares the number of bids processed by SAISD with totals for its peer districts. SAISD is comparable to its peer districts in efficiency; SAISD processed 51 bids per employee in 1998-99, slightly more than El Paso and Ysleta ISDs; Forth Worth ISD was by far the most efficient. This exhibit demonstrates SAISD is relatively as efficient as most of its peer districts.

**Exhibit 8-5  
Peer District Comparison of Bids Processed  
September 1998 - August 1999**

<b>Services Provided</b>	<b>Austin ISD</b>	<b>Corpus Christi ISD</b>	<b>El Paso ISD</b>	<b>Ft. Worth ISD</b>	<b>San Antonio ISD</b>	<b>Ysleta ISD</b>
Bids processed	N/R	N/R	98	560	153	170
Purchasing Department employees dedicated to processing bids	4.5	N/R	2	3	3	4
Bids processed per employee	N/A	N/A	49	187	51	42.5

*N/R = No Response*

*N/A = Not Available Source: Survey of Peer Districts, TSPR, 1999.*

## **FINDING**

The Purchasing Department is limiting its access to vendor discounts by failing to aggressively encourage vendors to offer them.

Within every purchasing organization there exists a continuum of "business philosophies" that relates the purchasing of goods and services. At one end of the continuum, some purchasing organizations focus exclusively on securing the best price products and services while limiting the choices offered to their customers. At the other end of the continuum, other purchasing organizations focus exclusively on providing the best choices of goods and services to their customers, schools and departments, while limiting their access to bulk or volume discounts. Discussions with the director of Purchasing and a review of the district bids for goods



showed that the district is very heavily weighted toward providing good choices to schools and departments, but limiting its access to discounts.

Discussions with the director of Purchasing and a review of district request for bids and vendor-submitted bids for goods indicate that the district places a much higher priority on obtaining high-quality choices than it does on receiving the most competitive prices for those same goods. **Exhibit 8-6** shows the results of a TSPR review of bids awarded to catalog vendors during 1998-99. Catalog vendors are those businesses that have previously responded to a district request for bids, been approved by the district, and that offer a percent discount on prices quoted in their product catalogs. The district approved 99.6 percent of complete, accurate bids submitted to the district, regardless of whether a discount was offered. Given this approval rate, SAISD's vendors seem to have few incentives to offer discounts.

In many requests for bids, the district includes the following instructions, "Bidder shall offer a percentage discount off the standard published catalog, computer price list, or shelf (retail) price. The discount may be 0%." This language clearly indicates that bidders do not have to offer a discount to the district. Without stronger incentives, the district cannot expect to receive vendor discounts.

SAISD does not receive discounts from 23 percent of the catalog vendors that provide goods and services to the district. One specific example relates to the district's request for bids for student and teacher reading materials, resource books, workbooks, manipulatives and other curriculum related materials (SAISD Bid #98-101). All vendors that submitted bids to the district were approved and 46 percent of these vendors do not offer any type of discount off their catalog price.

**Exhibit 8-6**  
**Performance Analysis of Approved Discount Catalog Vendors**  
**Sample Bids: 1998-99**

<b>Bid #</b>	<b>Description</b>	<b>Bids Mailed</b>	<b>Bids Received</b>	<b>Vendors Selected</b>	<b>Discount Range Offered</b>	<b>Number of Vendors with 0% Discount</b>	<b>Percent of Vendors Offering 0% Discount</b>
98-020	General Furniture and Equipment	N/A	36	36	0-53%	5	13.9%
98-025	Audio Visual	105	43	43	0-53%	8	18.6%

	Supplies and Equipment						
98-077	Cosmetology Supplies and Equipment	20	8	7	0-15%	3	42.9%
98-099	Parts and Supplies for General Maintenance	N/A	107	107	0-81%	41	38.3%
98-101	Student and Teacher Reading Materials, Resource Books, Workbooks, Manipulatives and Other Curriculum Related Materials	N/A	172	172	0-65%	79	45.9%
98-128	General Merchandise	N/A	142	141	0-55%	56	39.7%
99-029	Art Supplies and Equipment	N/A	18	18	0-30%	2	11.1%
99-035	Classroom and Office Supplies	132	55	55	0-54%	11	20.0%
99-056	General Instructional Materials	251	144	144	0-65%	61	42.4%
99-089	Modular Office Furniture	86	4	4	47-65%	0	0.0%
99-093	Lumber and Building Materials	71	11	10	0-40%	1	10%
<b>Total</b>		<b>N/A</b>	<b>740</b>	<b>737</b>	<b>N/A</b>	<b>Average</b>	<b>36.2%</b>

*Source: SAISD, Purchasing Department, 1999; TSPR, 1999.*

**Recommendation 101:**

**Select vendors based on quality of goods, cost and discounts given.**

Discontinue the process of selecting all vendors who bid and send a clear signal to the vendor community that SAISD expects high quality goods at reasonable prices and will accept nothing less.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Purchasing drafts new, generic bid language relating to the selection criteria for catalog bid vendors.	July 2000
2.	The board attorney reviews the new language.	August 2000
3.	The director of Purchasing finalizes the new language relating to selection criteria and submits revised bid procedures to the board for review and approval.	September 2000
4.	With board approval, the director of Purchasing implements the new selection criteria for bid vendors.	September 2000

**FISCAL IMPACT**

The fiscal impact of this recommendation cannot be estimated. However, the district should receive higher discounts than it currently receives from its vendors, resulting in savings on future purchases. Vendors should offer better discounts to the district to enjoy their status as approved district vendors.

**FINDING**

After SAISD receives bids from prospective vendors, the department or school that requested the bids must evaluate them and recommend a vendor. The Purchasing Department, in turn, must review this evaluation and recommendation and provide additional support to the department or school as requested.

The evaluations and recommendations prepared by individual schools and departments, however, typically provide the board with very limited information.

For district wide request for bids, such as those for catalog vendors that sell office supplies, the Purchasing Department conducts the evaluation and recommends a vendor.

TSPR reviewed 18 bids (11.5 percent of all 1998-99 bids) processed by the Purchasing Department. For each of these bids, TSPR reviewed the department/school recommendations provided to the director of Purchasing. Although many of the recommendations are thorough, others contained only one or two-line justifications that fail to explain why a lower bid was not selected.

For instance, one recommendation concerning the purchase of soccer supplies simply stated that a staff member judged the low-bid vendor's product to be inferior to the brand specified. This may well have been true, but the evaluation contained no support or explanation of this judgment. In another recommendation, the department simply stated that it had determined a product to be of poor quality and strength, again without any supporting detail. In short, many of the evaluations and recommendations reviewed by TSPR did not contain enough information for the board to weigh them in any meaningful way.

In short, the district has allowed itself to become too comfortable with abbreviated rationales for selecting vendors. Better evaluation business processes do exist for departments such as the Food Services Department, however, documentation provided to the board are simply too abbreviated.

**Recommendation 102:**

**Require departments and schools to provide systematic, detailed justifications to the board as to why bid vendors are recommended.**

The board cannot make well-informed decisions without detailed justifications. SAISD's criteria for evaluating bidders are solid; its departments simply need to include more written documentation in their recommendations to the board.

These recommendations should address each of the district's criteria. Less documentation may be needed for low bids; if the lowest bid is not selected, however, the department or school should provide a detailed description of why another vendor is recommended.

The director of Purchasing should be responsible for reviewing the justifications prepared by district departments and schools. If the director of Purchasing determines the justification is inadequate, the evaluation should be returned to the department or school for further work.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Purchasing prepares new guidelines relating to the level of detail required in bid recommendations.	July 2000
2.	The board attorney reviews and revises guidelines.	August 2000
3.	The director of Purchasing prepares the final recommendation guidelines and submits to the board for approval.	September 2000
4.	The board votes on the recommendation guidelines.	October 2000

## **FISCAL IMPACT**

This recommendation could be accomplished with existing resources.

# Chapter 8

## PURCHASING AND CONTRACT MANAGEMENT

### WAREHOUSE INVENTORY AND SERVICES

The Purchasing Department operates its own office and school supply, paper, janitorial and maintenance warehouse called the Purchasing and Textbook Warehouse. The Purchasing Department's Warehouse Inventory Section maintains warehouse supplies and fills schools' requisitions for supplies. The district also has discount catalog vendors that supply many, if not all, of the same products.

From September 1998 to August 1999, the Purchasing and Textbook Warehouse received more than \$1.7 million in goods and distributed \$2 million in goods to departments and schools. The Purchasing Department processed 6,603 requisitions for goods from the warehouse (**Exhibit 8-7**).

**Exhibit 8-8** shows that SAISD is very similar to its peer districts in warehouse inventory and services. All of the peer districts including SAISD operate an office, school, janitorial and maintenance supply warehouse. Each also processes requisitions from schools and departments to secure these goods.

**Exhibit 8-7**  
**Dollar Value of Goods Received and Distributed**  
**by the Purchasing Textbook Warehouse**  
**September 1998 - August 1999**

Month	Dollar Value		Requisitions Processed
	Goods Received	Goods Distributed	
September 1998	\$68,976	\$285,991	969
October 1998	\$89,943	\$135,433	536
November 1998	\$107,272	\$123,600	470
December 1998	\$142,661	\$99,284	399
January 1999	\$128,973	\$199,800	680
February 1999	\$306,042	\$184,775	683
March 1999	\$106,149	\$245,690	717
April 1999	\$175,627	\$164,330	529

May 1999	\$190,629	\$195,534	624
June 1999	\$75,488	\$79,935	211
July 1999	\$117,718	\$53,384	143
August 1999	\$215,709	\$194,945	642
<b>Total</b>	<b>\$1,725,187</b>	<b>\$1,962,702</b>	<b>6,603</b>

Source: SAISD, Purchasing Department, 1999.

Note: Totals may not add up to 100 percent due to rounding.

**Exhibit 8-8**  
**Peer District Comparison of Warehouse Inventory and Services\***

Services Provided	Austin ISD	El Paso ISD	Ft. Worth ISD	San Antonio ISD	Ysleta ISD
Operate an office, school, janitorial and maintenance supply warehouse	Yes	Yes	Yes	Yes	Yes
Process requisitions for goods from a district warehouse	Yes	No	No	Yes	No

Source: Survey of Peer Districts, TSPR, 1999.

\*Corpus Christi ISD did not respond to request for information.

**FINDING**

Most of the items stocked in the Purchasing warehouse also can be purchased from SAISD's existing catalog vendors.

To determine which service is most cost-efficient, TSPR prepared a "shopping basket" of 37 items commonly requisitioned or purchased by schools and departments to compare prices. TSPR used catalog items that meet the same or similar specifications as those offered by the district. In many cases, the vendor items were the same brand stocked by the district.

As shown in **Exhibit 8-9**, items purchased from catalog vendors are, on average, only 0.1 percent more expensive than those stocked by the warehouse. Furthermore, each of four catalog vendors offers free delivery to individual school sites and department locations.

**Exhibit 8-9**  
**Comparative Shopping Cart Cost Analysis for Common Items**  
**Stocked by the Warehouse and Sold by Catalog Vendors**

<b>"Shopping Cart" SAISD Warehouse Item Number and Description</b>	<b>SAISD Warehouse Single Unit/ Packaged Price</b>	<b>Vendor #1 Discount Single Unit/ Packaged Price</b>	<b>Vendor #2 Discount Single Unit/ Packaged Price</b>	<b>Vendor #3 Discount Single Unit/ Packaged Price</b>	<b>Vendor #4 Discount Single Unit/ Packaged Price</b>	<b>Best Priced Combined Vendor Shopping Cart</b>
4000 - Rubber Bands, #16	\$0.25	\$0.49	\$0.75	-	-	\$0.49
4030 - Cards, Index, 3" X 5"	\$2.77	\$0.52	\$0.66	-	-	\$0.52
4050 - Paper Clips, Regular	\$0.86	\$0.17	\$0.25	-	-	\$0.17
4075 - Envelopes, 9.5" X 12.5"	\$4.01	\$3.04	\$3.71	-	-	\$3.04
4155 - File Folders, Letter	\$3.94	\$7.13	\$8.13	-	-	\$7.13
4200 - Pocket Folders, Letter	\$9.22	\$6.85	\$9.81	-	-	\$6.85
4260 - Composition Book	\$0.39	\$0.45	\$1.58	-	-	\$0.45
4320 - Ballpoint, Med. Pt., Black, 10pk	\$0.92	\$1.66	\$2.34	-	-	\$1.66
4430 - Highlighters.	\$1.55	\$4.69	\$5.38	-	-	\$4.69



Yellow						
4515 - Glue Stick	\$0.65	\$0.55	\$0.39	-	-	\$0.39
4566 - Diskettes, 2S/HD 3.5"	\$2.58	\$2.25	\$4.23	-	-	\$2.25
4590 - Tape, 0.5" X 1296"	\$0.40	\$1.12	\$1.59	-	-	\$1.12
4635 - Paper, Dual Purpose, 8.5" X 11"	\$17.00	\$18.99	-	-	-	\$18.99
4645 - Paper, Dual Purpose, 8.5" X 14"	\$22.00	\$19.88	-	-	-	\$19.88
4740 - Construction Paper, 9" X 12"	\$0.41	\$1.93	\$0.62	-	-	\$0.62
5190 - HP Printer Cart., #51629A	\$24.70	\$25.19	\$35.99	-	-	\$25.19
5195 - HP Printer Cart., #51649A	\$26.60	\$25.89	\$36.99	-	-	\$25.89
5208 - Apple Printer Cart., #MS330G/A	\$4.83	\$4.80	-	-	-	\$4.80
8000 - Batteries - AA - 2 pack	\$1.74	\$4.40	\$2.33	-	-	\$2.33
8265 - 60 minute Audio Cassette	\$0.64	\$0.29	\$0.64	-	-	\$0.29
2000 -	\$1.74	\$4.14	\$5.84	\$4.46	-	\$4.14

Band-Aids, Box							
2075 - Bicitracin Ointment	\$1.15	-	\$2.50	\$1.58	-	\$1.58	
2015 - Rubbing Alcohol	\$0.53	-	-	\$1.35	-	\$1.35	
9010 - Handi-wipes	\$4.91	-	-	-	\$1.53	\$1.53	
9015 - Trash can, Waste Paper	\$5.59	-	-	-	\$1.47	\$1.47	
9030 - Water Bucket	\$6.56	\$2.53	-	-	-	\$2.53	
9105 - Mop head, Wet, 24 oz.	\$2.44	-	-	-	\$1.68	\$1.68	
9160 - Light bulb, 100 watt	\$0.26	-	-	-	\$0.31	\$0.31	
9230 - Toilet Bowl mop	\$0.37	-	-	-	\$0.67	\$0.67	
9250 - Broom, Straw, Medium	\$2.97	-	-	-	\$2.73	\$2.73	
9265 - Soap, Hand	\$8.11	-	-	-	\$1.41	\$1.41	
9285 - Cleaner, Furniture Polish	\$1.45	-	-	-	\$1.50	\$1.50	
9300 - Cleaner, Toilet Bowl, Thick	\$1.18	\$2.16	-	-	\$1.67	\$1.67	
9310 -	\$2.42	-	-	-	\$6.72	\$6.72	

Cleaner, Degreaser, Gallon						
9320 - Cleaner, Disinfectant, Gallon	\$2.92	\$6.90	-	-	-	\$6.90
9430 - Trash Liners/33 Gallon, 250 count	\$9.87	\$15.18	-	-	-	\$15.18
9440 - Bathroom Tissue, case	\$28.51	-	-	-	\$28.55	\$28.55
<b>Total Cost Per "Shopping Cart"</b>	<b>\$206.44</b>					<b>\$206.67</b>
<b>% Difference in Total Cost for Shopping Carts</b>						<b>0.1%</b>

*Source: SAISD, Purchasing Department, 1999; TSPR, 1999.*

The total cost of goods distributed from the warehouse from September 1998 to August 1999 was \$1,962,71 (**Exhibit 8-10**). If these goods had been purchased from catalog vendors at 0.1 percent higher costs, the total cost would have been \$1,964,662, or \$1,962 more.

**Exhibit 8-10**  
**Total Costs of Goods Distributed from the  
Warehouse and Expected Cost of Goods from Catalog Vendors  
September 1998-August 1999**

Source of Supplies	Costs
A. Current Direct Cost of Supplies Distributed from SAISD Warehouse (September 1998 - August 1999)	\$1,962,701
B. Expected Total Cost of Supplies if Purchased from Catalog	\$1,964,663

Vendors (September 1998 - August 1999) (3.7% higher cost)	
<b>Difference in Costs (B-A)</b>	<b>\$1,962</b>

*Source: SAISD, Purchasing Department, 1999; TSPR, 1999.*

Textbook distribution is a time-intensive yet seasonal task, primarily concentrated from June through August. On average, seasonal textbook distribution requires one supervisor and three or four drivers/warehousemen. Some part-time workers are used as well. Some textbook tasks, such as delivering a few textbooks to and from schools on a daily basis, continue during the entire year, but require fewer staffing resources.

TSPR also estimated that the distribution of testing materials, another seasonal task, is accomplished with the same textbook staffing. **Exhibit 8-11** shows the estimated staffing mix required to complete the primary warehouse tasks.

**Exhibit 8-11  
Primary Warehouse Duties and Staffing Mix**

Warehouse Duties	Staffing
Operation of the supply section of the warehouse	<ul style="list-style-type: none"> <li>• One supervisor (foreman or assistant foreman)</li> <li>• One warehouseman</li> <li>• One driver</li> </ul>
Textbook receiving, documentation and distribution; and distribution of testing materials	<ul style="list-style-type: none"> <li>• One supervisor (foreman or assistant foreman)</li> <li>• Three or four drivers/warehousemen</li> </ul>

*Source: SAISD, Purchasing Department, 1999.*

Taking staffing, transportation and facilities costs into account, the district spends about \$140,672 annually to operate the supply portion of the warehouse. **Exhibit 8-12** reports staffing, transportation and facilities costs for the warehouse.

**Exhibit 8-12  
Estimated Costs of Operating the Warehouse  
Service Functions: Office, School, Janitorial and Maintenance  
Supplies**

<b>Category/Item</b>	<b>Annual Cost</b>
<b>Staffing (Salary and Benefits)</b>	
Buyer	\$28,816
Requisition Clerk	\$24,739
Assistant Warehouse Foreman	\$33,557
Warehouseman	\$24,751
Driver	\$23,874
<b>Staffing Subtotal</b>	<b>\$135,737</b>
<b>Transportation*</b>	
Vehicle Maintenance	<b>\$3,183</b>
Fuel	<b>\$1,752</b>
<b>Transportation Subtotal</b>	<b>\$4,935</b>
<b>Facilities</b>	
Lease	Sunk
Utilities	Cost
<b>Facilities Sub-Total</b>	<b>N/A</b>
<b>Total</b>	<b>\$140,672</b>

Source: SAISD, Purchasing Department, 1999; TSPR, 1999.

N/A = Not Available

\*Transportation costs are assumed to be a portion of the total costs associated with operating the warehouse's delivery vehicles.

The warehouse also has five delivery vehicles that are maintained by the Transportation Department. The warehouse operates four Ford Bobtail commercial trucks and one Chevy full-size van. TSPR estimates the delivery of supplies from the warehouse requires at least two of the Ford commercial trucks.

The total direct and indirect costs of the supplies sold by the warehouse are estimated at \$2,103,372 (**Exhibit 8-13**). The total costs for the goods sold by catalog vendors are estimated at \$1,964,663. When the direct and indirect costs of warehouse goods are taken into account, it can be seen that warehouse goods cost the district about \$138,710 more than they would if purchased from catalog vendors.

**Exhibit 8-13**  
**Estimated Annual Cost of Providing Supplies to Schools and Departments**

**September 1998-August 1999**

<b>Costs</b>	<b>SAISD Supply Warehouse</b>	<b>Catalog Vendors</b>
Direct Costs Costs of Supplies Requested by Schools and Departments	\$1,962,701	\$1,964,663
Indirect Costs Operation of Supply Warehouse (Staffing, Transportation)	\$140,672	None, included in price of goods
Total Direct and Indirect Cost of Supplies	\$2,103,373	\$1,964,663
<b>Total Potential Annual Savings by Using Catalog Vendors Only</b>	-	<b>\$138,710</b>

*Source: SAISD, Purchasing Department, 1999.*

**Recommendation 103:**

**Eliminate the supply operations of the Purchasing and Textbook Warehouse.**

Closing this portion of the Purchasing and Textbook Warehouse operation should save the district \$138,710 each year due to reduced staffing, transportation and operating costs. The positions related to the warehouse operation include the buyer, requisition clerk, assistant warehouse foreman, warehousemen and one driver. The buyer and requisition clerks are directly responsible for ordering, maintaining and recording the distribution of stock in and out of the warehouse.

On the other hand, all warehouse staff have other general duties relating to textbook distribution and collection, distribution of warehouse goods and the distribution of testing materials for the district.

TSPR based its staffing estimate for the supplies area of the warehouse on data provided by the director of Purchasing. Based on these data, TSPR assumed that employees not used for textbook distribution were directly involved with other warehouse duties.

After closing the supply section of the warehouse, SAISD should liquidate its inventory in stock. During 2000-01, the district should deplete its warehouse supplies. In 2000-01, the district should be able to distribute 50 percent of the remaining supplies in the warehouse to schools and departments through routine purchases. The remaining half should be liquidated. Once these supplies have been liquidated, SAISD should begin purchasing supplies from discount vendors as needed.

With the closure of the supply operation in of the warehouse, two of the four Ford Bobtail commercial trucks could be sold in September 2001. The district should no longer purchase supplies for the warehouse after July 2000, and should eliminate the warehouse inventory buyer position and requisition clerk position by September 2000.

The warehouse foreman should assume responsibilities for supply distributions from the warehouse during 2000-01. Since additional supplies should no longer be arriving at the warehouse, the district should eliminate the warehouseman position currently responsible for stocking supplies. During 2000-01, the driver position would be needed to continue delivering goods from the warehouse. The driver position would not be needed after September 2001 since discount vendors should deliver all supplies directly to schools and departments.

A portion of the warehouse will remain in service for the receipt, storage and distribution of textbooks, however, the remaining unused space vacated by the supply section of the warehouse should be made available to the district for future "best use."

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

1.	The director of Purchasing should study and review the proposed closure of the supply operation of the Purchasing and Textbook Warehouse.	July 2000
2.	The director of Purchasing should present the plan to eliminate the warehouse inventory buyer position and requisition clerk position to the board for review and approval.	August 2000
3.	The director of Purchasing should present a plan to eliminate the assistant warehouse foreman position, warehouseman position and one driver position to the board for review and approval.	August 2000
4.	The director of Purchasing should eliminate the warehouse inventory buyer and the requisition clerk positions.	September 2000
5.	The director of Purchasing should eliminate the assistant warehouse foreman and the warehouseman positions.	September 2000
6.	The director of Purchasing directs purchase order clerks to fill orders for supplies from the warehouse before purchasing goods from vendors.	July 2000- June 2001
7.	The director of Purchasing advertises and conducts a liquidation sale of the remaining supplies in the warehouse.	July 2001
8.	The director of Purchasing closes the supply operation in the	August

	warehouse.	2001
9.	The director of Transportation should sell the two of the Ford Bobtail trucks no longer used by the warehouse.	September 2001
10.	The director of Purchasing instructs departments and schools to use discount vendors for all supplies previously stocked in the warehouse.	September 2001
11.	With previous approval received from the board, the director of Purchasing should eliminate one driver position.	September 2001

### **FISCAL IMPACT**

The district could exhaust its existing supply of goods in the warehouse by ordering no more stock and directing all purchases for goods to be filled from the warehouse during 2000-01. The current stock held by the warehouse is valued at \$1,725,191. Conservatively estimating that SAISD should be able to realize 50 percent of the total inventory value when liquidating the stock, the district could realize \$862,596 in additional one-time revenues. Final liquidation could be achieved through a public sale.

The district would incur new costs for purchasing goods from catalog vendors at prices that are

0.1 percent higher than charged by the warehouse. During 2000-01, TSPR conservatively estimates that

50 percent of the supplies requested by the departments and schools could be filled with supplies from the warehouse. The remaining goods requested by the schools and departments, which may not be in stock, should be purchased from vendors. Fifty percent of the requested goods, or 50 percent of \$1,963 in increased catalog vendor costs, implies a \$982 increase in purchasing costs for 2000-01. In subsequent years, the district may pay a 0.1 percent annual increase in the cost of goods purchased from catalog vendors, or \$1,963 each year (**Exhibit 8-15**).

The sale of two Ford Bobtail commercial trucks should yield about \$12,000 in 2001-02. This assumes the district can sell each vehicle, 1991 and a 1992 year models, for about \$6,000 each. Vehicle maintenance and fuel costs associated with delivering goods from the warehouse also should be eliminated. In 1998-99 the warehouse expended \$2,336 for fuel and \$4,242 for maintenance for its five vehicles. TSPR estimates that 75 percent of the deliveries from the warehouse are related to supplies, while 25 percent are textbook-related. Thus fuel costs could be expected to drop by 75 percent or \$1,752. Maintenance costs would drop by 75 percent or \$3,182.



Eliminating the warehouse inventory buyer position should save the district \$27,560 a year (\$22,590 annual salary plus benefits of 22 percent).  
 Eliminating the warehouse requisition clerk position should save the district \$23,541 (\$19,296 annual salary plus benefits of 22 percent).  
 Eliminating the assistant warehouse foreman position should save the district \$33,557 a year (\$27,506 annual salary plus benefits of 22 percent).  
 Eliminating the warehouseman position should save the district \$24,751 a year

(\$21,155 annual salary plus benefits of 17 percent). Eliminating the driver position in 2001-02 should save the district \$23,184 a year (\$19,815 annual salary plus benefits of 17 percent).

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Increase costs annually for supplies purchased from vendors	(\$982)	(\$1,963)	(\$1,963)	(\$1,963)	(\$1,963)
Liquidate inventory through exhausting supplies in warehouse and public sale	\$812,596	\$0	\$0	\$0	\$0
Sell two Ford Bobtail commercial trucks	\$0	\$12,000	\$0	\$0	\$0
Reduce vehicle fuel and maintenance costs	\$0	\$4,934	\$4,934	\$4,934	\$4,934
Eliminate one buyer position	\$27,560	\$27,560	\$27,560	\$27,560	\$27,560
Eliminate the requisition clerk position	\$23,541	\$23,541	\$23,541	\$23,541	\$23,541
Eliminate the assistant warehouse foreman position	\$33,557	\$33,557	\$33,557	\$33,557	\$33,557
Eliminate the warehouseman position	\$24,751	\$24,751	\$24,751	\$24,751	\$24,751
Eliminate one driver position	\$0	\$23,184	\$23,184	\$23,184	\$23,184
<b>Net Savings</b>	<b>\$971,023</b>	<b>\$147,564</b>	<b>\$135,564</b>	<b>\$135,564</b>	<b>\$135,564</b>

# Chapter 8

## PURCHASING AND CONTRACT MANAGEMENT

### TEXTBOOKS

The Purchasing Department is responsible for textbook accounting, storage and distribution. TSPR's October 1999 survey of parents, teachers, principals and assistant principals and district administrators and support staff found that a majority are satisfied with textbook operations; 75 percent of parents, 63 percent of teachers, 86 percent of principals and 34 percent of district administrators and support staff agreed with the statement, "Students are issued textbooks in a timely manner."

Similarly, 64 percent of parents, 74 percent of teachers, 79 percent of principals and assistant principals and 35 percent of district administrators and support staff agreed with the statement, "Textbooks are in good shape."

The most interesting findings from the survey were the relatively negative attitude of administrators and support staff about the distribution and quality of textbooks. All other parties surveyed, parents, teachers and principals had positive attitudes about the distribution and quality of textbooks. The only rationale that may be provided to explain administrators' and support staffs' point of view is their relative distance from day-to-day contact with students, teachers, parents and principals. Administrators and support staff may hear more negative reports than positive reports about textbooks and that may color their judgement since they have less direct contact to the textbook users.

SAISD's policies relating to textbooks are as follows:

- At the request of a parent or guardian and subject to availability, the district shall permit a student to take home any textbook other than an electronic textbook. The student must return the textbook to school at the beginning of the next school day. Each student or his or her parent or guardian shall be responsible for all books not returned by the student and any student failing to return all books shall forfeit the right to free textbooks until the books previously issued but not returned are paid for by the student, parent or guardian.
- Under circumstances determined by the board, the district may waive or reduce the payment required if the student is from a low-income family. The district shall allow students to use textbooks at school during each school day.

- If a book is not returned and payment is not made, the district may withhold the student's records, but shall not prevent the student from graduating, participating in a graduation ceremony or receiving a diploma. However, in accordance with policies, students have a right to copies of any and all district records that pertain to them.

The Purchasing Department's textbook coordinator conducts two in-service training sessions for school staff each year, one in March and another in July, on proper distribution and accounting for school textbooks.

The March training is used to:

- discuss procedures for ordering newly adopted textbooks;
- discuss procedures for accounting for state-adopted textbooks;
- review the annual statement of textbook charges;
- review the summer audit schedule; and
- discuss annual physical inventory procedures.

The July training is used to:

- discuss procedures for ordering textbooks;
- discuss procedures for paying for lost and missing textbooks;
- discuss procedures for accounting for state-adopted textbooks;
- review annual statement of textbook charges; and
- discuss quarterly textbook checks.

The textbook coordinator also explains, in written documentation to school personnel, the most critical textbook distribution and accounting procedures (**Exhibit 8-14**).

**Exhibit 8-14**  
**Textbook Distribution and Accounting Procedures for School Personnel**

1. State-adopted textbooks are state property. Each principal is responsible for developing a system to accurately account for the textbooks in the school.
2. Develop systematic procedures for distributing and collecting textbooks. Contact the Textbook Office if assistance is needed to develop a procedure.
  - Issue textbooks by subject teacher.
  - Teachers report records to school's textbook office.
  - Teachers conduct regular textbook checks.
  - Student withdrawals/changes handled in school's textbook office.

- At the end of school, students return textbooks to subject teacher.
  - Students who have lost textbooks should be reported to the school's textbook office.
3. Conduct search of lockers for lost and misplaced textbooks.
  4. Pay SAISD Textbook Office for lost textbooks.
  5. Return surplus and out-of-adoption books.
  6. Order textbooks for the following year.

*Source: SAISD, Purchasing Department, 1999.*

## **FINDING**

Once textbooks are delivered to the school site, textbook distribution and management is delegated to school principals through the district's site-based management philosophy. Principals use a variety of book management strategies to avoid textbook losses.

Many SAISD middle and high school students, for instance, are not permitted to take their textbooks home or to store them in school lockers. Some schools issue a take-home set of textbooks for students and maintain a class set for students to use while in school. Other schools allow students to check out books overnight. Many schools supplement homework assignments by using take-home duplicated worksheets.

Teachers in TSPR focus groups report that it is difficult to find effective homework assignment sheets that correlate with the TEKS, and would prefer to assign homework from course textbooks. They feel that students are not receiving homework assignments that will be most beneficial in supplementing in-class instruction.

### **Recommendation 104:**

#### **Enforce take-home book policies and adopt new penalties to hold students and parents accountable for lost, stolen and damaged textbooks.**

The district should enforce its standard textbook take-home policy and let students take their books home *if* their parent or parents will accept financial responsibility. District policy should be modified to specify that parents must sign a one-time permission note for all of the textbooks distributed to their children. To encourage students and parents to accept more responsibility for their textbooks, the district should adopt a new schedule of penalties for lost or damaged textbooks, ranging from hours of community service at the school to exclusion from extracurricular activities such as athletics. The director of the Division of Curriculum and

School Support should oversee the updating of the district policies and the development of the new penalties.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Curriculum and School Support develops new policies relating to take-home textbooks and a schedule of penalties for losses of textbooks.	July 2000
2.	The board attorney reviews the new policies and penalties.	July 2000
3.	The board reviews and approves the new policies and penalties.	August 2000
4.	The district implements the new policies for the new school year.	August 2000

### **FISCAL IMPACT**

New policies designed to hold students and their parents accountable for textbooks should reduce financial losses to the district, but the precise amount of this savings cannot be estimated.

# Chapter 8

## PURCHASING AND CONTRACT MANAGEMENT

### CONTRACT MANAGEMENT

The Finance Department is responsible for districtwide contract management, but each SAISD department is responsible for managing its own contracts. SAISD has a policy governing contracts for professional services, but has no other district-level contract management procedures other than those included in the contract documents themselves.

The Purchasing Department is involved with contract management through bids and request for proposals. Bids and RFPs prepared by the Purchasing Department typically concern construction, student transportation, computer leases, employee uniforms and student uniforms. Contracts are governed by the purchasing guidelines set out in the Texas Education Code, as discussed in the background section of this chapter.

The superintendent reviews and approves standard contracts worth more than \$10,000 but less than \$25,000; contracts worth more are sent to the board for approval. If it has concerns about a particular contract, the Finance Department can ask the district's attorneys to review the language and make recommendations for improvement.

SAISD has created a range of documents to govern its agreements with professional consulting firms and individual consultants. The district does not solicit competitive bids for these services. All contracts and agreements for professional services are subject to the following procedures:

- a determination as to whether or not a contract is required for the services to be rendered;
- a determination as to whether or not the relationship is with a "consultant" or an employee;
- a determination as to whether a request for proposals or three written quotations are needed (which depends on the project cost);
- a determination if board or superintendent approvals are needed;
- and
- an evaluation of the quality of the services provided by the consultant.

SAISD uses four forms to implement professional service agreements and contracts (**Exhibit 8-15**).

**Exhibit 8-15**  
**San Antonio Independent School District**  
**Purchasing Forms Used by Department Heads and Principals**  
**1998-99**

A. Form C18-A: Contact/Agreement Transmittal Form-directs the department head or principal to:

- review travel expense guidelines for consultant services with the consultant;
- discuss personnel and insurance liability issues with the Personnel Services and Employee Benefits/Risk Management Department;
- verify the district's budget code to pay for the professional services; and
- discuss campus and building requirements with the appropriate department.

The document also requires the approvals of the instructional stewards/department heads, the Finance Department and the legal representative of the district.

B. Form C18-B: Consultant Service Contract-the generic professional services contract used by the district. The document describes the services to be performed by the consultant, the timetable for delivery, the consultant's fees for the services and the term of the agreement. The document requires the signatures of the department head or principal and the consultant and notations relating board approval if required.

C. Form C18-C: Consultant Invoice for Fees and Expenses-the standardized form used by consultants to submit an invoice to the district for payment. The form also specifies travel reimbursement guidelines for consultants.

D. Form C18-D: Consultant Evaluation-the form used by the department head or principal to evaluate the services rendered by the consultant, using a five-point scale. The evaluation categories are presentation relevant to purpose, effectiveness, evidence of preparation, amount of interaction and reception by participants.

*Source: SAISD, Purchasing Department, 1999.*

## **FINDING**

SAISD does not have or use any district-level contract management procedures to govern, monitor and evaluate contracts other than professional service agreements. The district provides limited training for project managers, department heads and school principals on how to manage contracts effectively.

**Recommendation 105:**

**Develop an in-house training program on contract management for all department heads and other school personnel who are responsible for managing projects.**

This training should be intensive and comprehensive, covering all contract management functions that a project manager, department heads and school personnel would encounter. At minimum, it should include an in-depth discussion and an examination of all the components of contract management, including the supervision, inspection and review of technical work, deliverables, reports, payment requests, payment and project timetable schedules, financial budget administration and similar matters. Each training component should conclude with a quiz measuring comprehension of the subject matter.

The director of Finance should make this training a requirement for all project managers and hold project managers accountable for any negligence of their duties.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Finance develops a contract management training program.	July 2000
2.	The superintendent reviews and approves the training program.	September 2000
3.	The director of Finance assigns and holds staff responsible for conducting training sessions every six months.	October 2000
4.	The director of Finance commences the contract management training program.	October 2000

**FISCAL IMPACT**

This recommendation could be accomplished with existing resources.



# Chapter 8

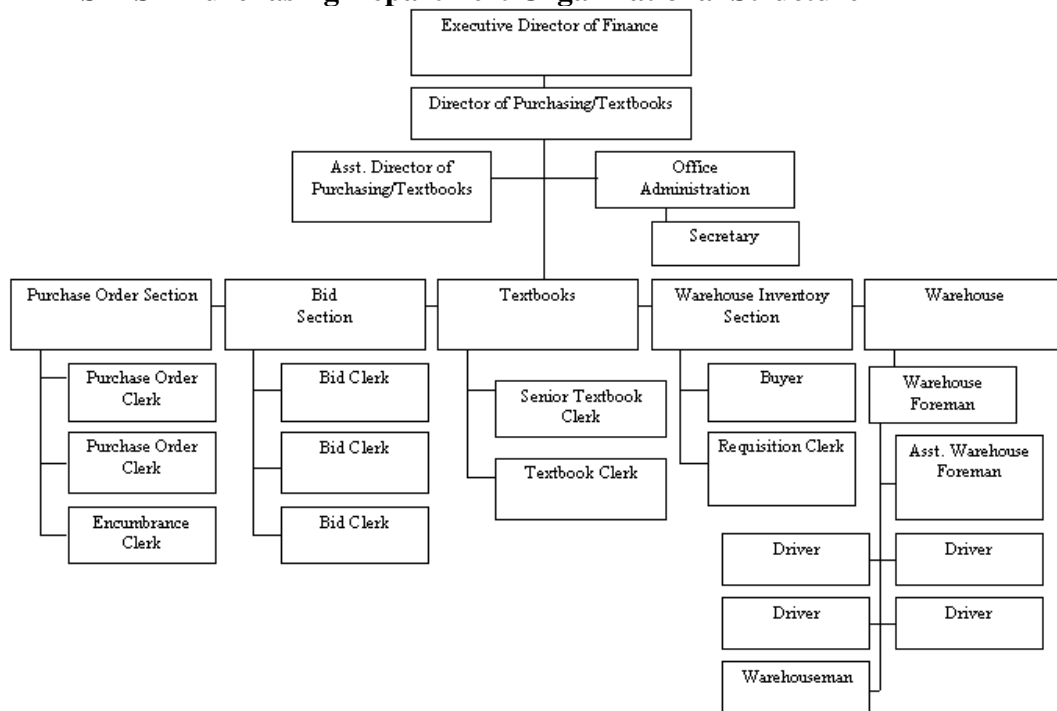
## PURCHASING AND CONTRACT MANAGEMENT

### ORGANIZATION AND MANAGEMENT

The Purchasing Department's mission is to support schools and departments in acquiring goods, services and state-adopted textbooks in compliance with school district policy, state statutes and the regulations of the Texas Education Agency.

The Purchasing Department is organized into five sections: Purchase Order, Bid, Textbooks, Warehouse Inventory, and Warehouse (**Exhibit 8-16**).

**Exhibit 8-16**  
**SAISD Purchasing Department Organizational Structure**



*Source: SAISD, Purchasing Department, 1999.*

The section's responsibilities are as follows:

- the Purchase Order Section receives and processes purchase orders for goods and services from schools and departments.;
- the Bid Section releases and distributes request for bids to the public and processes bids submitted to SAISD;

- the Textbook Section collects, distributes and accounts for textbooks used by SAISD;
- the Warehouse Inventory Section purchases, maintains and processes requests for stocks of common office, school and janitorial supplies used by the district in the Purchasing and Textbook Warehouse; and
- the Warehouse Section stores and distributes supplies and textbooks to the departments and schools and also stores some archived school records and statewide testing materials.

The Purchasing Department's 1999-2000 operating budget totals \$704,900, including payroll, purchased contract services, supplies and materials and other operating expenses (**Exhibit 8-17**). General Administration, including all costs associated with operating the department, constitutes 67.9 percent of the operating budget. Plant Maintenance and Operations, which includes the personnel, supply, and maintenance costs associated with operating the warehouse, accounts for 32.1 percent of the budget.

**Exhibit 8-17**  
**SAISD Purchasing/Textbook Department Operating Budget**  
**1999-2000**

Category	1999-2000 Budget	% of Budget
General Administration		
Payroll	\$444,638	63.1%
Purchased, Contract Services	\$7,700	1.1%
Supplies and Materials	\$13,900	2.0%
Other Operating Expenses	\$12,195	1.7%
Sub-Total General Administration	\$478,433	67.9%
Plant Maintenance and Operations (Purchasing/Textbook Warehouse)		
Payroll	\$221,489	31.4%
Supplies and Materials (Vehicle Fuel and Maintenance)	\$5,000	0.7%
Sub-Total Plant Maintenance and Operations	\$226,489	32.1%
<b>Total</b>	<b>\$704,922</b>	<b>100.0%</b>

*Source: SAISD, Purchasing Department, 1999.*

SAISD's Purchasing Department provides more services than most of its counterparts in the peer districts (**Exhibit 8-18**). Only Austin ISD and SAISD provide a complete array of services including processing purchase orders and warehouse requisitions, preparing bids and performing textbook accounting.

**Exhibit 8-18**  
**Peer District Comparison of Purchasing Department Services**

<b>Services Provided</b>	<b>Austin ISD</b>	<b>Corpus Christi ISD</b>	<b>El Paso ISD</b>	<b>Ft. Worth ISD</b>	<b>San Antonio ISD</b>	<b>Ysleta ISD</b>
Process purchase orders	Yes	N/R	Yes	Yes	Yes	Yes
Process requisitions for goods from a district warehouse	Yes	N/R	No	No	Yes	No
Process/prepare bids for goods and/or services	Yes	N/R	Yes	Yes	Yes	Yes
Perform accounting for and distribution of textbooks	Yes	N/R	No	No	Yes	No

N/R = No Response

*Source: TSPR Survey of Peer Districts, TSPR, 1999.*

Each SAISD department is responsible for managing its own contracts. As noted above, SAISD has a policy governing contracts for professional services, but no other district-level contract management procedures other than those included within the contracts themselves. The Purchasing Department is involved with contract management through bids and request for proposals, which typically involve construction, student transportation, computer leases and employee and student uniforms.

### **FINDING**

Many staff members Within the Purchasing Department are cross-trained in one another's jobs. Cross-training allows the department to continue its operations even in the event of multiple staff absences. Most cross-training centers on the continuous processing of purchase orders received from schools and departments, including logging the receipt of purchase orders, assigning vendor numbers to purchase orders, distributing them to

the proper entities and encumbering or designating budgeted funds for purchase orders that are being processed. Four staff members are cross-trained in the processing and encumbrance of purchase orders, even though they each have separate and distinct duties for various parts of this process. Two staff members cross-train on textbook accounting services.

#### **COMMENDATION**

**The Purchasing Department effectively uses cross-training to compensate for staff absences when they occur.**

# Chapter 8

## PURCHASING AND CONTRACT MANAGEMENT

### "YELLOW PAGES" OPPORTUNITY ASSESSMENT

As a part of its performance review of SAISD, the Comptroller's office applied a "Yellow Pages" test to assist the district in identifying outsourcing opportunities that could lead to better service and lower costs for certain operations.

#### BACKGROUND

The "Yellow Pages" test was first popularized by former Indianapolis Mayor Stephen Goldsmith. In his book, *The Twenty-First Century City*, he described the basic approach used by his city administration:

Our early rule of thumb was simple and is still probably the best guide. Look at the city's yellow pages. If the phone book lists three companies that provide a certain service, the city probably should not be in that business, at least not exclusively.

David Osborne, in his well-regarded book *Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector*, states that some government services can be from 35 to 95 percent more expensive than equivalent services from the private sector. However, others argue that this greatly overstates possible savings by not taking into account transition costs, contract management, service quality, administrative ease, the cost of displaced workers and potential costs of taking the task over again should the contractor fail to deliver or be removed from the project. Nevertheless, the idea of injecting competition into the public-sector workplace is an increasingly popular concept that is affecting the way governments do business all over the nation.

Comptroller Rylander has made the "Yellow Pages" test a priority of her administration; it is perhaps the most fundamental innovation made to the TSPR methodology since its inception. The analysis conducted for this review is the first of its kind ever completed in Texas.

To conduct the SAISD Yellow Pages test, TSPR created a framework for the analysis that kept a very tight focus on the results being sought. Specific vendors were not assessed individually to determine whether they are "qualified" to deliver any specific services. TSPR's analysis merely attempts to break down the largest functions of district operations into

smaller "component" activities, and then determine if a *potential* vendor community in the state is available to provide that service.

Because private-sector partners may not always be appropriate, cost-effective, or effective, very broad search criteria were used to identify the potential vendor community. In addition to private partners, potential providers from the nonprofit sector and other government agencies, including departments from other levels of government, were considered.

## **METHODOLOGY**

Many different factors can lead to the success of outsourcing opportunities, and the elements that comprise successful programs can differ significantly from agency to agency. However, one element common to successful outsourcing programs is the presence of a culture that can be considered innovative, creative, open to change and even entrepreneurial. Because the success of an outsourcing program is determined in large part by the environment of the department, this review of Yellow Page opportunities also attempted to assess each district department on three factors:

- overall department environment;
- stakeholder relations; and
- accountability for performance.

Outsourcing initiatives should not be limited to poorly run programs. On the contrary, some of the greatest opportunities for contracting occur within well-run departments that have the ability to adapt to changing environments, break new ground and learn new tools to effectively and efficiently carry out their tasks.

The Yellow Pages test described in the following pages was conducted in conjunction with TSPR's comprehensive review of all district activities. Each TSPR review team member was asked to develop an index of component activities conducted within each major district functional area.

For example, the major products and services of a food services department might include the catering of banquets, special event food sales (such as those provided at athletic events), equipment repair and maintenance, warehousing and daily food preparation itself. For each of these responsibilities, component activities may include such operations as cleaning, menu planning, warehouse inventory and food delivery.

While this methodology breaks down the analysis into what might be considered its smallest possible parts, it is not meant to inhibit recommendations that ultimately suggest an outsourcing initiative much

broader in scope, possibly of an entire function or department. Instead, this methodology considers the outsourcing potential of each component, which then may stand on its own or be merged into a comprehensive outsourcing effort. Other areas of this report feature specific stand-alone recommendations for outsourcing.

After TSPR developed a master inventory of major products and services as well as component activities, each service was assigned to a Yellow Pages index. The Internet-based yellow pages service provided by Ameritech, a national telephone directory service, was used for this purpose (<http://yp.ameritech.net>).

The Ameritech search engine and database offers two advantages over other databases. First, it cites both private and government vendors of services, and it also provides sufficient detail to facilitate the Yellow Pages designation of services.

If at least three vendors were identified in the San Antonio area as potential providers of a designated component activity, that activity is by definition considered a possible candidate for outsourcing. In most cases at least three potential vendors are cited, very often many more than three were identified.

The next steps involved in developing an outsourcing initiative, after consideration of the Yellow Pages test, include an assessment of fiscal costs and benefits, service provisions, contract management guidelines and an understanding of an organization's ability to manage an outsourcing initiative.

## **FINDING**

Based on the assessments of the TSPR review team, the following areas of SAISD are judged to be the most well-suited for outsourcing pilot programs:

- district organization and management;
- educational service delivery;
- food services;
- information technology; and
- purchasing department.

Each of the above areas has an environment supportive of change, average or strong support from its stakeholders, above-average employee morale and average or strong relations with its vendors.

**Exhibit 8-19** below summarizes the review team's assessment of each of these departments:

**Exhibit 8-19  
Environmental Scan Summary  
of Select Departments**

<b>Operational Area</b>	<b>Overall Environment</b>	<b>Stakeholder Relations</b>	<b>Accountability</b>
District Organization and Management	Open to change	Good	Good to Average
Education Services Delivery	Open to change	Good	Good
Food Services	Open to change	Good to Strong	Good
Information Technology	Open to change	Good	Good
Purchasing Department	Open to change	Good to Strong	Good to Average

*Source: Created by TSPR, 1999.*

TSPR reviewed 12 different functional areas within the district and identified 42 major services or products delivered in these functional areas and 119 component activities. Of these component activities, TSPR found three or more providers for 72 component activities (**Exhibit 8-20**).

**Exhibit 8-20  
Summary of Yellow Page Opportunities  
for SAISD Services and Activities**

<b>Function</b>	<b>Number of Major Products &amp; Services</b>	<b>Number of Component Activities</b>	<b>Component Activities With at Least 3 Alternative Providers Identified</b>
1.0 Accounting	3	9	9
2.0 Board Governance	3	8	4
3.0 District Organization and Management	4	5	4
4.0 Education Services Delivery	4	19	11
5.0 Food Service	4	11	11



6.0 Information Technology	4	29	16
7.0 Funds Management	1	1	1
8.0 Parent and Community Network	1	1	0
9.0 Personnel Services	1	4	1
10.0 Planning and Budgeting	1	5	3
11.0 Police Department	9	9	3
12.0 Purchasing	7	18	6
13.0 Transportation	1	3	3
<b>TOTAL</b>	<b>44</b>	<b>123</b>	<b>72</b>

*Source: Created by TSPR of America, 1999.*

**Recommendation 106:**

**Establish a schedule for reviewing outsourcing opportunities using the component activities identified by this report, and assess whether there is a cost benefit to having a local vendor provide the service rather than the district.**

A component activities index, provided in Appendix H for the 13 components listed in **Exhibit 8-20**, identifies those component activities with an available community of vendors in the San Antonio area.

SAISD should take the results of this analysis and begin making decisions on which component activities should be put up for competitive bid. The recommended steps in this process are shown below.

***Step 1: Clearly define the component activity.***

A clear definition of the component activity should include a description of its current budget and staffing, existing performance measurements, if they exist, the location of the function on the district's organizational chart and a description of the product or service delivery standards that are currently demanded.

This step also should include the determination of specifications to be required of potential vendors, based on the expected levels of service needed to meet or exceed the district's standards.

***Step 2: Determine total in-house costs.***

In determining in-house costs, the district should use generally accepted accounting principles; maintain extensive documentation of all calculations and assumptions; include anticipated increases or decreases in future costs; include all costs, regardless of where they are located for budgeting or appropriation purposes; and include all costs whether or not the cost would be avoided if the service was outsourced.

In addition, an analytical framework for comparing costs can be enhanced by including a cost analysis of the past fiscal year and estimated (or budgeted, if available) costs for the next two years.

The following formula, which borrows heavily from the Council on Competitive Government cost methodology, illustrates the methodology to use for determining total in-house costs:

$$\text{Total In-House Costs} = \text{Direct Costs} + \text{Department Indirect Costs} + \text{District Indirect Costs}$$

Direct costs, as defined by the TCCG, include salaries and wages (including overtime pay), fringe benefits and allowances, supplies and materials, rent, telecommunications, utilities, equipment maintenance and repair and the depreciation of assets.

Indirect costs include appropriate percentages of costs for items such as district central support activities, personnel and legal services, as well as equipment and TAFR services. In addition, any administrative services provided by the department that contains the component activity also should be considered, such as the percentage of costs for a department director with direct oversight of the staff performing the function.

Indirect costs can be allocated using one of several approaches, including the *simplified method*, a *multiple base method*, a *single step-down method* or a *multiple step-down method*. Again, the state's competitive cost methodology should be consulted for further direction on the appropriate approach to use.

***Step 3: Request proposals for alternative providers of service.***

After the determination of in-house costs, the district should make additional determinations of factors such as its ability to step in quickly if a vendor fails to perform and reasonable yet substantive liquidated damages for such failures. At that point, the component activities to be put up for competitive bidding should be advertised to the general public and the community of vendors identified on the Ameritech web site. While the district should create appropriate standards for the sake of fair evaluation, a reasonable amount of creativity should be allowed so that vendors can

propose creative new methods for service delivery that meet or exceed current standards. In addition, existing employees should be allowed time and access to internal resources to prepare bids for alternate, more efficient and effective methods of delivering services.

***Step 4: Determine total cost to contract.***

The formula given in the TCCG methodology for determining the total cost to contract is:

$$\text{Total Cost to Contract} = \text{Contractor Cost} + \text{Contract Administration Cost} + \text{One-Time Conversion Costs} + \text{Unavoidable District Costs} + \text{Loss on Assets} - \text{Gain on Assets}$$

Contractor costs are, of course, the fees and expenses proposed by a qualified vendor to provide the service being considered. Administration costs are the expenses involved in negotiating, executing, monitoring and evaluating the contract, including personnel costs as well as facility and equipment charges, maintenance and other costs.

Unavoidable costs are those that will continue to be borne by the district even if a particular component activity has been outsourced. An example might be the costs of a divisional supervisor who oversees a specific component activity. If that particular activity is outsourced, the services and therefore costs of the supervisor may still be required to continue other functions.

The gain or loss on assets, such as building space or equipment that is unnecessary after a successful outsourcing, also should be included in the final cost determination.

***Step 5: Request Proposals from Vendors.***

RFPs should be prepared for component activities offering significant potential for savings and/or service improvements. Both private and public potential vendors should be solicited. All competitive cost review information about the specific service should be made public. Vendors should be allowed a large degree of flexibility in providing creative solutions towards accomplishing the recognized performance standards for the particular service and asked to create performance measurements that can be developed into eventual contractual obligations should the service be outsourced.

***Step 6: Determination of Savings.***

Savings are the difference between total in-house costs, both direct and indirect, and the total cost to contract, which is determined if and when a qualified vendor is selected and the service is performed for at least one year.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent prioritizes the component activities with greatest potential and selects at least 20 activities for assessment.	April 2000
2.	The superintendent specifically defines the functions, operations and responsibilities of the component activity being assessed.	May-June 2000
3.	The superintendent determines total in-house costs.	July-December 2000
4.	The superintendent determines total cost to contract.	July-December 2000
5.	The superintendent requests proposals for alternative service delivery from both public and private sector sources.	January 2001
6.	The superintendent determines savings from contracting, if any, and begin contractual arrangements with winning bidders.	February 2001
7.	The superintendent selects next top priorities for assessment and repeat process.	Ongoing 2001-2002

**FISCAL IMPACT**

This recommendation could be implemented at no cost to the district, but could result in substantial savings.

# Chapter 9

## MANAGEMENT INFORMATION SYSTEMS

This chapter reviews the San Antonio Independent School District's (SAISD's) management information systems in four sections:

- A. Organization and Management
- B. Local and Wide Area Networking
- C. Software Applications and Information Access
- D. Hardware and Technical Support

A review of a district's administrative technology capacity and performance must examine its computing resources and telecommunications infrastructure; its support of the district's operations and the degree to which this support satisfies user needs; and the organizational structure in which technology support personnel operate.

### **BACKGROUND**

The responsibilities of Texas school districts' management information services (MIS) units vary. Some support administrative functions only, while others, such as SAISD's, support both administrative and instructional technology. Administrative technology includes the computer systems that affect the business of operating the school district - chiefly the financial, personnel, payroll, student attendance, grade reporting, and Public Education Information Management System (PEIMS) reporting functions. Instructional technology involves the use of technology in the classroom as an integral part of the teaching process.

Generally, MIS offices are responsible for the district's entire information technology infrastructure, including the implementation, support, and administration of the district's wide area network (WAN), support for local area networks (LAN) in schools and administrative offices, and in some cases the district's telephone system. MIS units that support instruction as well usually administer the district's state technology allotment funds. In addition, they often assist in the development of grant applications for technology projects and provide technology-related staff training.

# Chapter 9

## MANAGEMENT INFORMATION SYSTEMS

### ORGANIZATION AND MANAGEMENT

To achieve its goals, a modern school district must be organized to use and support new technologies.

A well-managed administrative technology and information services department is guided by a clearly defined mission based on appropriate goals and organization; clear assignment of responsibility for each database; well-defined developmental procedures for new applications; and a customer service orientation that both meets and anticipates user needs.

An effective instructional technology support department must be familiar with school operations and the technologies used for instructional purposes; technology-oriented instructional materials; networks used for instructional purposes; and technology-related training. It should work closely with the curriculum and instruction department to ensure that its initiatives support the learning process.

SAISD's Technology Department provides both instructional and administrative technology services. The director of the Technology Department reports to the associate superintendent for Business Support Services. The Technology Department is budgeted to spend \$4.9 million in the 1999-2000 school year.

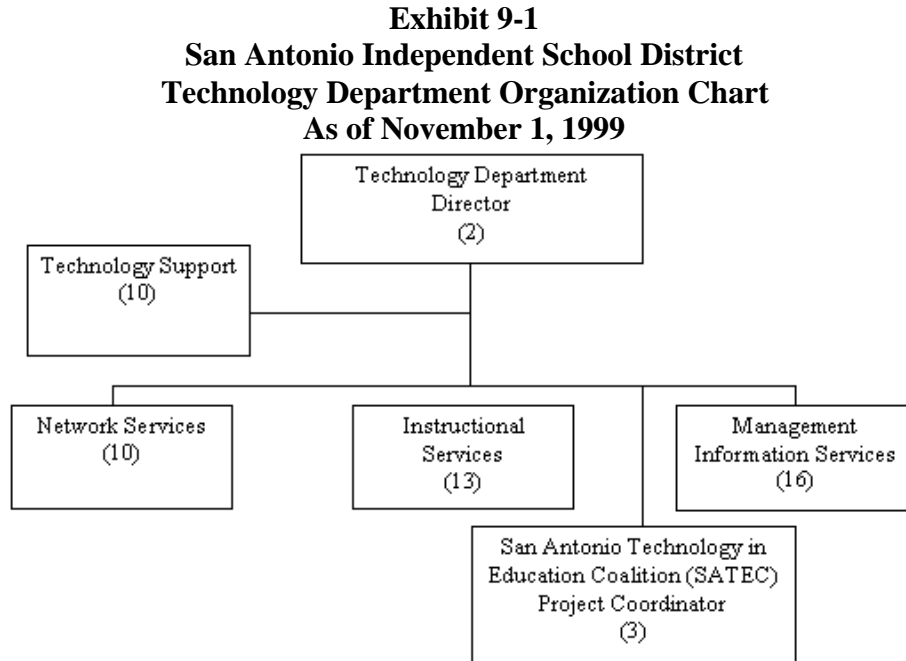
The department has 54 budgeted full-time-equivalent (FTE's) positions organized into the following units:

- Director's Office (director and secretary);
- Research, Testing, and Evaluation (responsible for all testing, evaluation, and analysis);
- Technology Support (responsible for managing the Help Desk and maintaining the Internet/Intranet sites);
- Network Services (responsible for maintaining the wide area network and local area networks);
- Instructional Services (responsible for instructional technology and the repair and maintenance of computers and related equipment);
- Management Information Services (responsible for PEIMS reporting and supporting ESC Region 20 student and financial systems); and

- San Antonio Technology Coalition in Education (SATEC) Project Office (a separately funded effort that joins several school districts in an educational technology pilot program).

In addition to its 54 authorized positions, the Technology Department uses consultants and part-time, temporary workers to supplement its staff.

**Exhibit 9-1** illustrates the organizational structure of the Technology Department. The number of positions in each unit is shown in parenthesis.



*Source: SAISD, Technology Department, 1999.*

**Exhibit 9-2** provides information on 1999-2000 funding for the Technology Department.

**Exhibit 9-2**  
**Technology Department Funding**  
**1999-2000**

Fund Source	Amount
Local Maintenance Fund	\$3,138,310
State Technology Fund	1,399,862
State Bilingual Education Fund	58,783
State Compensatory Education Fund	84,268

Drug Free Schools	5,612
ESEA, Title II	5,612
ESEA, Title I, Part A	36,485
ESEA, Title I, Migrant Ed	5,612
ESEA, Title VI	2,805
Subtotal - Technology Department	4,737,349
Districtwide Technology	208,467
<b>Total Technology</b>	<b>9,683,165</b>

*Source: SAISD, Office of Planning and Budget.*

State and federal funding for technology typically is allocated on a per-student basis; this is the case with all state technology allotment funds. In addition, some state technology funding is provided directly to schools to support various projects. The SAISD central office has used a large part of its state technology allotment funds for districtwide investments over the past few years (for purposes such as wiring schools and the district). SAISD schools received \$32,000 in state technology allotment funds in 1999-2000. Other funding sources for school technology purchases include federal Title I, Special Education, and Vocational Education funding.

SAISD uses the ESC Region 20 Education Service Center (ESC) for its administrative and student services computer software applications. The district budgeted \$637,049 for the 1999-2000 school year to purchase these computing services from ESC Region 20. The district spent \$647,665 for this purpose in 1998-99 and \$630,981 in 1997-98.

SAISD also has received funds from a variety of other sources to fund investments in electronic infrastructure and Internet connectivity over the past few years, including:

- Federal E-Rate funds - \$5.5 million for networking infrastructure and Internet connectivity (the federal e-rate program provides funds to selected schools in the form of discounts on telecommunications charges and payments of up to 90 percent for certain hardware);
- Federal E-rate funds - an additional \$300,000 expected for the same purpose;
- Federal E-rate funds - \$2.7 million anticipated for Internet connectivity, network infrastructure, and telephone system pilot over the WAN;



- 1996 Telecommunications Infrastructure Fund (TIF) Grant - \$250,000 to wire and buy personal computers for one middle school;
- 1997 TIF Grant - \$94,000 to wire and buy PCs for an alternative school;
- 1998 TIF Grant - \$352,000 to wire and buy PCs for four elementary schools;
- 1999 TIF Grant - \$640,000 to wire and buy PCs for eight elementary schools;
- TIE Grant funds from the Texas Education Agency to support staff training at the ESC Region 20 ESC;
- \$1.1 million from Urban Systemic Initiative (federal funds) to fund SATEC; and
- Bond money for wiring and telecommunications infrastructure projects.

SAISD also received a \$1.1 million three-year federal grant from the U.S. Department of Education Urban Systemic Initiative to fund the San Antonio Technology in Education Coalition (SATEC) project. SATEC is a coalition of San Antonio and North East ISDs, Brooks Air Force Base, Microsoft Corporation, the University of Texas-San Antonio, and the U.S. Department of Education. SATEC seeks to improve student learning by closely integrating technology in the classroom and into the curriculum on an everyday basis. This program is aimed at improving mathematics instruction.

SAISD's Technology Planning Committee has issued a 1999 Update to its *Long Range Technology Plan* (undated). The update made the following commitments for the upcoming years:

- ongoing revision and review of the Technology Plan;
- special emphasis on expanded connectivity. The district will maintain non-negotiable technology competencies for learners and staff;
- strategies to level or decrease Total Cost of Ownership while simultaneously upgrading hardware capabilities;
- solutions for Year 2000 which also address multiple and aging hardware platforms and obsolete operating systems;
- improved administrative and student services, with an expanded Intranet capability; and
- an effective extramural funding program through grants and partnerships.

With these general goals, the district established targets for 1998-99, 1999-2000, and 2000-01.

SAISD has made a major investment in computer technology over the past several years. The district's technology plan noted that the district had 2,000 computers in 1992. In early 1999, that number had increased to about 13,500 computers at 120 separate locations.

Information in the district's 1999 Update to the *Long Range Technology Plan* shows a student-to-computer ratio of 4.4, close to TEA's stated goal of one computer for every four students. Many of these computers are relatively old, however, and the district plan calls for the acquisition of a number of updated computers for classroom use.

The *Long Range Technology Plan* also notes that 4,000 district computers can communicate with each other, either through the district's WAN or through direct e-mail connections; this figure now is closer to 6,000. The libraries at each of the district's 64 elementary schools have at least three computers each on the WAN with Internet access. High schools, middle schools, and special schools libraries each have at least seven computers on the WAN with Internet access. All libraries also are hooked to LANs.

The *Long Range Technology Plan* and interviews with the Technology Department director both indicate that the district will continue to connect more computers to the WAN as it networks more schools each year. For example, the Technology Department plans to wire 15 more schools in the present school year.

## **FINDING**

The Technology Department, with input from various district departments, has created an extensive Internet site with a wealth of information available to any citizen with Web access (<http://www.saisd.net/>). For example, the Main Menu of the district's Web site contains the following major categories of information:

- latest news
- district schools
- student instruction
- calendar
- facts and figures
- district leadership
- departments
- links
- SAISD Intranet
- help wanted
- bond program

A visitor to the district's Web site simply clicks on any topic for more information. The Web site also has a "quick menu" on the home page providing access to information such as board agendas, the Academic Excellence Indicator System (AEIS) data, and weekly memos. The district's Web site also announces major issues and news of interest. For the week of October 3, 1999, for example, the district announced its internal reorganization and asked readers to provide input into the search for a new superintendent.

The Web site also provides the district's adopted budget and District Improvement Plan, as well as e-mail addresses for the superintendent's Office, Board of Trustees, Curriculum and Instruction Department and various other departments. The district's Web site averages 13,000 hits a day. The Web site provides a considerable amount of useful content and is visually attractive, keeping the reader's interest. The Web site is updated weekly, ensuring that information provided to the public is timely. The amount of information the site provides on a variety of educational and administrative topics is impressive.

## **COMMENDATION**

**SAISD's Technology Department has created and maintains an attractive Internet Web site with an extensive amount of public information.**

## **FINDING**

In addition to the district Internet site, the Technology Department also maintains an "Intranet," which essentially is an Internet site available for internal use by district employees and students.

The Main Menu of the district's Intranet site includes:

- Intranet index
- weekly memos
- guidance and counseling
- personnel
- planning and budget
- purchasing
- risk management
- contact us
- SAISD home page

Clicking the Weekly Memos button, for example, allows an Intranet user to access individual memos and a detailed index as well. The Guidance and Counseling button provides access to a "Guidance Plan Packet."

These forms and the plan can be downloaded to the computer for review and also can be printed. The Planning and Budget button allows users to access budget forms, while the Purchasing page allows users to review the warehouse catalog.

The Technology Department has plans to make more extensive use of the district Intranet to share information among employees

## **COMMENDATION**

**SAISD's Technology Department makes information readily available to district staff via its Intranet site.**

## **FINDING**

The Technology Department has developed and circulated written memos outlining key technology-related policies. These memos document the following:

- Internet usage policy for faculty, staff, and students
- information dissemination procedures
- usage of computer software and copyrighted materials
- hardware purchasing standards
- maintenance and upgrades of microcomputers and printers.

These policy memos are available on the district's Intranet site and are part of the district's administrative procedures. The information is clear, informative and user-friendly. Documents from the department always encourage district employees to contact the department with questions or suggestions. TSPR found that such actions demonstrate a strong sense of customer service.

## **COMMENDATION**

**SAISD's Technology Department provides written guidance and directions to district staff on key technology and related policies to ensure that the policies are applied correctly and consistently.**

## **FINDING**

The Technology Department uses some informal performance measures to monitor its effectiveness. One example includes attempting to directly answer 70 percent of all calls placed to the Help Desk (instead of referring them to another unit in the department). While informal measures are a positive step, they do not provide the same level of accountability as formal, written measures. In addition, the department lacks a formal

management reporting system to regularly report actual performance compared to performance measures.

The district's technology plan addresses the importance of meeting the needs of internal customers, but does not measure performance. Similarly, the district's annual budget does not contain any formal, documented performance measures to compare budgeted resources against performance. Finally, the District Improvement Plan also lacks quantifiable measures involving technology. In the absence of such measures, the district simply cannot accurately monitor how well its technology initiatives are proceeding.

**Recommendation 107:**

**Develop a set of formal, written performance measures to monitor the effectiveness and efficiency of services provided by the Technology Department.**

The department has a strong customer service culture. Formal performance measures would further demonstrate its commitment to customer service, and could serve as key management tools in the budget development process.

Some performance measures to measure outputs, outcomes, and workload could include:

- respond within 24 hours to Priority One calls;
- respond within 72 hours to Priority Two calls;
- maintain customer satisfaction rates above 85 percent based on customer satisfaction surveys; and
- process work orders by contracted vendors within the developed performance standards.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of the Finance Office and the director of the Technology Department establish formal performance measures for the department	July 2000
2.	The director of the Technology Department prepares a set of formal, quantifiable measures for every division and unit within the department	August - September 2000
3.	The performance measures are reviewed and formally adopted by the director of the Finance Office and the superintendent	October 2000
4.	The director of the Finance Office and superintendent instruct	November

	the director of the Technology Department to formally report actual progress toward achieving the performance measures	2000
5.	The director of the Finance Office instructs the director of the Technology Department to use the results to reexamine priorities and resource allocation for upcoming budget cycle	May-June 2001
6.	The director of the Finance Office incorporates performance measures and progress toward meeting them into the annual budget development process.	June-July 2001

## **FISCAL IMPACT**

This recommendation could be implemented with existing resources.

## **FINDING**

The Technology Department convened a committee to help prepare the 1999 update to the district's long range technology plan. The Technology Planning Committee included representatives from campuses, parents, and the central office in addition to staff from the Technology Department-a generally effective cross-section of input from key constituencies. However, this committee has not met since the plan was updated, and so has been unable to share ideas or discuss priorities involving district technology.

Technology Department staff noted that they plan to revive the committee in the near future. Department staff had planned to convene the committee in fall 1999. Staff said this committee has not met on a regular basis.

### **Recommendation 108:**

#### **Revive the Technology-User Committee and ensure that it meets on a regular basis.**

This committee should meet regularly to discuss technology issues and ideas and help the district set priorities and implement strategies involving information technology.

This committee should monitor and provide oversight for the district's various instructional and administrative technology endeavors. It should meet at least monthly and include representatives of various constituencies of the school system, including teachers, principals, community representatives, and school system administrative staff from the instruction, finance and MIS areas. These 10 to 12 members should have a working understanding of technology and its uses, at least within their respective areas.

This group should:

- review and update the Technology Plan annually;
- establish recommended lists of instructional courseware;
- monitor the level of technology support available to schools and devise strategies for improving it as necessary;
- assist in the establishment of technology budgets;
- oversee the distribution of state technology fund allocations;
- provide advice and guidance on the types and amount of staff development that should be available;
- develop hardware, software and network standards;
- monitor the equity of technology in the schools;
- offer advice on technology grant applications/proposals; and
- recommend revisions in policies and procedures that affect technology use.

The Technology Committee should become a key resource for the Technology Department director and superintendent in setting priorities. Although it would be an advisory body, it could become very influential with respect to SAISD's instructional and administrative technology use.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of the Technology Department formally announces the charter, scope, and composition of the standing Technology-User Committee. The director requests volunteers from schools and major departments to serve on the committee, and ensures that it represents schools, other district departments, and includes private-sector experts as advisors. The superintendent designs the makeup of the committee based on this input.	July 2000
2.	The director of the Technology Department ensures that the committee meets on a regular basis. The committee's charter, scope, responsibilities, and decision-making process is clearly documented	July 2000
3.	The Technology-User Committee provides input into the priority-setting and resource allocation process to help guide the district's investments in technology. Input from the committee is coordinated with the Technology Plan Update, District Improvement Plan, and annual budget process.	September 2000 and Ongoing

### **FISCAL IMPACT**

This recommendation could be accomplished with existing resources.

# Chapter 9

## MANAGEMENT INFORMATION SYSTEMS

### LOCAL AND WIDE AREA NETWORKING

Technology infrastructure is the system of cabling, phone lines, hubs, switches, routers, and related devices that connects computers throughout an organization. A Wide Area Network is the "backbone" that connects all local area networks and computers across the various sites. A sound telecommunications infrastructure allows users to access information and connect people throughout the organization and, via the Internet, the world. Without a complete infrastructure, such capabilities are available only on a limited, piecemeal basis.

A WAN generally provides its users with the capability to use e-mail, connect to the Internet, and interface with other, external computer systems. WANs usually are "closed," configured to prevent persons outside the WAN from accessing information housed within it.

The WAN connects LANs together throughout the system; LANs in turn connect the computers and printers within a single building, such as a school or central office building. LANs connected to a WAN can offer their users the Internet and other capabilities mentioned above.

SAISD's WAN connects all local area networks across the district's various sites, allowing for easy communication across all sites in the organization and providing Internet access to all users connected to the network. At minimum, all district locations (about 120 different physical sites) have at least one computer connected to the WAN. Many facilities, such as high schools, middle schools, and the administrative offices, have dozens of computers connected to the WAN.

According to the SAISD Technology Department, about 6,000 of the district's 13,500 computers are networked with a connection to the WAN. Each SAISD school and other sites have a local area network with at least one computer that helps manage e-mail, printers, and share files using the Novell network operating system. Some sites have as many as five or six file servers on their LAN, depending upon their individual needs. SAISD's phone system operates on a separate network.

### FINDING

The Technology Department has implemented a sophisticated WAN with extensive "bandwidth"-a term referring to the amount of information it can



handle and the speed with which data can be transmitted across the network.

San Antonio's WAN can transmit data at 155 million bits per second (MBPS). By contrast, a typical dial-up connection to the Internet via a modem transmits information at 56 kilobits per second. The WAN is an extremely fast network that makes it much easier for users to access and download information from the Internet, use "bandwidth-intensive" applications such as video and multimedia, and generally to share information easily. The WAN can accommodate many simultaneous users on the network without slowing down the system's information flows.

Each SAISD school and administrative site is connected to the WAN via a T-1 line (large volume phone line). These T-1s are combined by Southwestern Bell; the aggregated data are sent to the district's central site to transmit a lot of information through the WAN. To reduce costs, the district uses its WAN to obtain Internet support from Southwestern Bell Internet Services. A segment of the WAN is dedicated to allow Internet access. The WAN also provides access to the ESC Region 20 mainframe system, where the district's financial and student applications are housed.

The district uses Asynchronous Transfer Mode (ATM) technology for its WAN; this is among the most up-to-date and efficient WANs in the industry, making SAISD a leader among school districts in Texas. Moreover, SAISD's WAN-ATM technology allows for the integration of voice, data, and video on a single telecommunications network.

The district's WAN:

- provides for Internet access;
- allows students and faculty at any school to access the district's library system (Alexandria Library System);
- allows users of older Apple products to access the WAN with an appropriate interface;
- connects to the ESC Region 20 software financial, personnel, and student software applications;
- provides access to ESC Region 20 software applications;
- provides Microsoft Exchange e-mail system connectivity for use of e-mail;
- manages TCP/IP addresses allowing for monitoring, administration, and control of these addresses on the district's WAN;
- provides access to the Internet via remote sites; and
- provides Internet support services such as proxy, firewall, and filtering services. (Proxy service speeds Internet connectivity,

while firewall and filtering services control access from outside and inside the SAISD network).

The district has funded its WAN largely with Federal E-rate funds (funds administered by the Federal Communications Commission and about 90 percent of total costs) and local funds. This involved a three-year project to implement the WAN in logical stages. SAISD was able to qualify for 90 percent federal funding due to its high number of students eligible for free and reduced-price lunches (a key program requirement that dictates the level of funding).

In summary the successful implementation of the Wide Area Network contained the following key attributes:

- leadership and commitment on the part of the district's IT director and the Superintendent;
- clear vision for the desired network infrastructure;
- description of the desired network configuration in the district's Technology Plan;
- technical skills on the part of IT department staff to convert this vision into a reality;
- identifying and applying various funding sources to the phased in implementation; and
- follow through to sustain the implementation.

This effort was not the result of any special or unusual funding sources that is not available to other school districts. Rather, it was based on the leadership, vision, and follow through as described above.

## **COMMENDATION**

**The district exhibits the leadership, vision planning, and follow-through to fund and implement a sophisticated Wide Area Network.**

## **FINDING**

The Technology Department has been very active in wiring campuses and all other district locations for local area networks. A local area network connects all computers and printers in a school. At the time of TSPR's site visit (September 1999), 41 of 94 school campuses were fully networked. A fully networked school typically has at least four LAN-connected computers in every classroom as well as several more for principals and administrative staff in the school office. The LAN allows users to communicate via e-mail, share files across the network, share printers on the network, and access the Internet via the WAN. All LANs are

connected to the district's WAN via a T1 line, connection capable of moving data at 1.5 million bits per second.

The Technology Department designed the LANs to allow for very fast data transmission times. The department also has wired schools with fast ethernet capability. Fast ethernet is a LAN data transmission method that allows for the delivery of very data-intensive information, such as multimedia and graphics intensive Web sites, and can allow for desktop video. The speed of fast ethernet allows users to quickly download Web sites and explore the web with very fast response times. As the school district has been wiring schools for LANs, all computers are being given fast ethernet capability.

SAISD has funded its LANs with a combination of State TIF funds, federal e-rate funds, local funds, and some bond proceeds. The Technology Department began funding LAN installations with local funds, then began using state technology allotment funds as well as state TIF funds; and more recently, the division has used federal e-rate dollars and begun the leasing program for its PCs.

## **COMMENDATION**

**The Technology Department has implemented local area networks with technologies allowing for quick download times.**

## **FINDING**

The Technology Department plans to provide 15 more schools with LANs this year, as reflected in the 1999 Update to its *Long Range Technology Plan*. However, the district does not have a formal, written plan that includes specific implementation timeframes for this ongoing process or that identifies specific funding sources. The plan does not even specify which 15 campuses will be wired this year.

Technology Department staff have determined campuses for wiring based on a variety of factors, with the department director conveying these decisions verbally to the superintendent. The initial priorities used by the Technology Department for selecting networks favored high schools first, then middle schools, then elementary schools. Forty-one of the 94 school campuses were networked at the time of TSPR's on-site visit in September 1999, including all high schools, a majority of middle schools, and selected other schools. The majority of elementary schools remain to be networked.

The remaining schools to be networked are informally determined by the director and superintendent. This decision is based on information

conveyed by Instructional Technology staff to the director; campus interest; and available funding. Potential fund sources can include any of those mentioned above, including local and bond money, state technology allotments and TIF grants, and Federal E-rate funds.

Although SAISD's informal method of determining which schools will be wired generally has worked well, it does create a potential for confusion. Some principals simply may not know they need to express an interest in a campus LAN, particularly if they believe, incorrectly, that the schools must provide the funds. The method used to determine which schools to wire is informal and not tied to the annual budget.

SAISD would find it easier to monitor actual progress if specific roll-out timeframes are established, such as which school will be wired by the third week of December.

Such decisions, however, are not tied to the annual budget process.

**Recommendation 109:**

**Formalize the process for determining which schools will be wired each year, what funding sources will be used, and what the specific implementation timeframe for each school will be.**

The technology plan should be updated each year to reflect the decision, and the schedule should be directly tied to the annual budget process. A formal plan would help the district monitor its progress toward its goals and provide useful information to schools still to be networked.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of the Technology Department prepares a memorandum outlining the process and criteria that will be used to select schools for LAN installation and the expected timelines for the jobs	July 2000
2.	The director of the Technology Department works with the director of the Finance Office and the Superintendent to establish a formal funding strategy to wire all remaining schools	July - August 2000
3.	The director the Technology Department works with the director of the Finance Office to coordinate decisions on wiring schools directly into the budget process	August 2000
4.	The director of the Finance Office ensures that the proposed budget specifically reflects which schools will be wired.	September 2000 and

	when, and the fund sources to be used.	annually
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**FISCAL IMPACT**

This recommendation could be accomplished with existing resources.

# Chapter 9

## MANAGEMENT INFORMATION SYSTEMS

### SOFTWARE APPLICATIONS AND INFORMATION ACCESS

A technology infrastructure is only as valuable as the software that runs on those systems.

As noted above, SAISD uses ESC Region 20 for its core financial and student information systems. The ESC Region 20 software, operated on a mainframe housed and administered by ESC Region 20 staff, includes components for general ledger, payroll, personnel, accounts payable, purchasing, and asset management. Student applications running on ESC Region 20 software track student demographics, attendance, grade reporting, scheduling, discipline management, and a variety of other special programs.

All SAISD libraries have been upgraded with Alexandria Library Automation Software, which is an online checkout and inventory management library system. All libraries are networked and have Internet access via a computer. Elementary school libraries have at least three workstations for students, and middle school and high school libraries each have six to ten student workstations per school library.

In addition, the district uses a variety of individual software packages for instruction, office automation, and other office productivity applications. The district uses two different e-mail packages—Microsoft Outlook for administrative workers (about 1,500 users) and I-Mail for teachers and students (about 2,500 users). The district uses I-Mail because it is free.

The district's Technology Department supports the following instructional and administrative support software either on the Mac or PC platforms:

- Aldus Pagemaker
- Aldus Photoshop
- Alexandria Library Software
- At Ease 3.x
- Claris Homepage
- Claris Works
- Dreamweaver
- Hyperstudio
- IBM PC 3270 software (software to allow access to the ESC Region 20 software applications)
- Internet Explorer
- Internet E-mail (called IMAIL)

- Kid Desk
- Kid Pix
- Kid Works
- Making the Grade
- Microsoft Office '97 (PowerPoint, Word, Excel, Access)
- Microsoft Office 2000 (PowerPoint, Word, Excel, Access)
- Microsoft Outlook '98 (e-mail program)
- Microsoft WebOutlook
- Netscape 4.x
- NIH Image Processing
- Norton's Anti-virus
- Scion Image
- Technical services support for the ESC Region 20 software applications (financial, personnel, student applications)

## **FINDING**

The Technology Department staff had tested and remediated their software for Year 2000 problems, and ESC Region 20 informed TSPR that their software is fully Year 2000 compliant. District staff said that since they rely on ESC Region 20 for their core student and financial systems, they follow the region's disaster recovery plan.

ESC Region 20 software allows SAISD to generate all PEIMS reporting data for the Texas Education Agency. ESC Region 20 management indicated that their software product is fully Year 2000 compliant. Since TSPR's site visit in September 1999, the district entered the year 2000 without any problems to its core administrative systems.

The SAISD Technology Department researched and provided guidance to district staff on the Year 2000 compliance status of different software packages used by the district. For example, the department placed a notification on the district's Intranet site that Year 2000 compliance had been confirmed on the following vendor software:

- Adobe Systems, Inc.
- Cliffs StudyWare
- Glencoe Integrated Accounting
- Havas Interactive
- Hayes Software Systems
- High Performance Systems, Inc.
- Houghton Mifflin and McDougal Littell
- Jackson Software
- Jay Klein Productions
- Key Curriculum Press
- PC Designer

- The Learning Company
- Terrapin Software

The Intranet site also provided links to vendors' Web sites should anyone wish to research the issue further. The Intranet site also encouraged staff to contact Instructional Technology if they wished to add other vendors to the Web site or if they had any Y2K-related questions. This effort provides another example of its excellent customer service provided by the Technology Department. The district entered the year 2000 without any problems to its systems.

## **COMMENDATION**

**The Technology Department provided direction, easily available to staff on the Intranet, on the Year 2000 compliance status of software used by the district.**

## **FINDING**

The Technology Department had recently reorganized at the time of TSPR's visit. The department's Management Information Services Unit acquired responsibility for managing and providing technical support to the various ESC Region 20 financial systems (e.g., general ledger, payroll, personnel, etc.). Previously, this unit was responsible only for the student information systems modules.

The Management Information Services Unit trains school staff in the various elements of the student system (e.g., attendance, registration, grade reporting, PEIMS, discipline management, student records, etc.). This training is performed at the beginning of each school year, and is offered to campus attendance and data entry clerks. In addition, the Instructional Technology Unit offers training on e-mail and office automation products (i.e., Microsoft Word, Excel, Access, Powerpoint) on a fairly regular basis during the year.

However, the unit has not yet developed any formal training program for the financial systems for which it recently became responsible. At the time of the September 1999 site visit, it was unclear whether this training responsibility would reside with the Management Information Services Unit or the Finance Office. In January 2000, SAISD indicated that the Finance Department will provide this training. However, TSPR still believes that the Management Information Services Unit should be involved in coordinating, developing, and delivering this training to end users because of the technical complexity of the finance software programs.



ESC Region 20 provides training for school districts, but at a cost. Many school districts, including SAISD, deliver their own training to their users, rather than paying ESC Region 20. SAISD (as is the case with most districts) sends its technical personnel to the ESC Region 20 training; these employees then train users.

**Recommendation 110:**

**Define the roles of the Technology Department and the Finance Department in providing training to users on the financial systems and provide formal training on a regular basis.**

The Technology Department's Management Information Services Unit should play a key role in developing a training program for all financial systems and modules. SAISD finance and technology staff could provide adequate training to the district's users.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The manager of the Management Information Services Unit and the director of the Finance Office develop a formal training program for all financial and related administrative systems	July 2000
2.	The manager of the Management Information Services unit conducts a user survey to solicit input on building the training program	August 2000
3.	The manager of the Management Information Services unit develops a draft training program, curriculum, and calendar. That information is routed to the director of the Finance Office and the district's training director for their input	Fall 2000
4.	The manager of the Management Information Services unit formalizes and communicates information on the training program to all district staff and training commences.	January 2001

**FISCAL IMPACT**

This recommendation could be accomplished with existing resources.

**FINDING**

SAISD's attendance and grade reporting functions are largely manual and inefficient. For example, paper-based class rosters must be printed and retrieved from ESC Region 20 on a regular basis (at least every two weeks). Daily attendance is processed manually each day by teachers via paper class rosters. These forms then are sent to attendance or data entry

clerks at each school who key the attendance data into the ESC Region 20 computer system every school day.

Grade reporting is similarly time-consuming and inefficient. Forms must be printed and retrieved from ESC Region 20 for every nine-week grade reporting period. Teachers then must fill in a grade reporting form for each student. These forms then are collected and taken to ESC Region 20 to be scanned. Before report cards are printed staff from each school (clerks and teachers) must perform an error check clean up of errors must be processed through ESC Region 20. District personnel have to drive to ESC Region 20 to pick up report cards and distributed them to all district schools.

In view of the district's extensive WAN and teacher access to a computer in every classroom, teachers could have the ability to enter attendance information directly into computer systems. As more school districts implement WANs and LANs and place computers in classrooms, this strategy is becoming increasingly popular. Automation also could help in the grading process.

Several products on the market combine grading and attendance functions in one software package. The Technology Department has found that at least two commercially available grade reporting software packages can interface with ESC Region 20 for automatic uploading of grade and attendance information. This software can compile and calculate grades and receive daily attendance information, and an interface program can upload this information to the district's main computer system.

Northside ISD, for instance, uses software to maintain student grades and, with interface programs, uploads this information to the ESC Region 20 system. Even in McGregor ISD a district of less than 1,300 students in central Texas, teachers use similar software for grade reporting and attendance information.

Each of SAISD's 94 schools has at least one individual who is responsible for entering attendance data and other student functions related to the ESC Region 20 system, such as student adds, drops, and deletes. Secondary schools have both an attendance clerk and data entry clerk, while elementary schools employ a data entry clerk who performs various duties.

**Exhibit 9-5** lists technology-related positions in SAISD schools.

**Exhibit 9-5**  
**San Antonio ISD**  
**Technology-Related Positions at the Schools**

<b>Technology-Related Staffing at Schools</b>	<b>Number of Staff</b>
Data Entry Clerks	129
Attendance Clerks	26
Technology Paraprofessional	6
Technology Professional	33
Registrars	8

*Source: SAISD, Technology Department, 1999 and January 2000.*

In addition, school central offices have other positions that provide assistance in these areas; most use either part-time or temporary workers or student assistants to perform various duties related to entering data on the computer. High school counselors and assistant principals may be authorized for certain transactions. In addition, each secondary school designates a data processing coordinator.

**Recommendation 111:**

**Purchase software to allow teachers to record grade and attendance information on their classroom computers.**

Obviously, teachers first must be trained in this function, and the computer system must include an process to review information prior to being placed in a database before attendance data can be entered "live" into the system. With these safeguards in place, attendance data should be entered more quickly and more accurately since rekeying and paper processing would be eliminated.

This recommendation would reduce the labor-intensive efforts related to daily attendance and to a lesser extent grade reporting. The school resources devoted to the attendance function should be reduced as this recommendation is implemented.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of the Technology Department prepares a formal, competitive bid for gradebook software, with input from the district's Purchasing Department. The Technology Department clearly documents the district's requirements	July 2000
2.	The Technology Department evaluates vendor responses and selects a vendor	August 2000
3.	The director of the Technology Department ensures that the	September

	vendor contract is finalized, with input from the Purchasing Department. The vendor installs the software, develops the appropriate interface and system security features, and tests the software	2000
4.	The director of the Technology Department and principals ensure that the gradebook software program is operational in the classrooms	September 2000
5.	The director of the Technology Department eliminates that six attendance clerk positions in 2000-01, and seven more in 2001-02.	September 2000 and September 2001

### FISCAL IMPACT

The one-time cost of gradebook software is estimated at \$185,000 (central server hardware and software for about 2,600 teachers). Computer and networking costs would be zero since the infrastructure is already in place. An estimated cost of \$15,000 is shown for annual software maintenance costs after the first year. Savings are estimated by taking the midpoint hourly rate (\$12.24) for attendance clerks and assuming 183 work days a year. Conservatively, 13 of the 26 attendance clerks could be eliminated via attrition over a two-year period. (\$18,000 a year \* 22 percent benefit rate = \$21,960 a year per position). Six positions would be eliminated in year one for a total of \$131,760; the remaining seven positions would be eliminated in year two, for a total savings of \$285,480. With 129 data entry clerks, the district may find additional efficiencies as it fully implements this recommendation over the next two years.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Purchase software to allow teachers to record grade and attendance information on their classroom computers.	(\$185,000)	\$0	\$0	\$0	\$0
Annual software maintenance.	\$0	(\$15,000)	(\$15,000)	(\$15,000)	(\$15,000)
Elementary positions.	\$131,760	\$285,480	\$285,480	\$285,480	\$285,480
<b>Net Cost/Savings</b>	<b>(\$53,240)</b>	<b>\$270,480</b>	<b>\$270,480</b>	<b>\$270,480</b>	<b>\$270,480</b>

### FINDING

The ESC Region 20 system generally is efficient at processing transactions, processing payroll, entering attendance and grade information, and entering personnel information. However, many SAISD personnel report that it is difficult to obtain data from ESC Region 20 for analysis and decision-making. The current ad hoc query and reporting tools available from ESC Region 20 are limited and user-unfriendly.

The Technology Department has developed two analytical tools that can be used on the district's Intranet to access and manipulate data. One tool, ActiveQuest, allows users to download and manipulate student information on the district's Intranet site. ActiveQuest allows a user to access and query student, campus, and districtwide information and maintains detailed data on students, demographics, and TAAS scores. ActiveQuest relies on daily downloads from ESC Region 20 for much of its student information.

ActiveQuest, however, simply has not been "advertised" effectively to district staff as a tool for data analysis. Only about 150 district employees are using ActiveQuest, when hundreds more could benefit from its analytical capabilities. Many staff members are simply not aware that it is available. So little is known about ActiveQuest within the district that the district's Research, Testing, and Evaluation Unit has contacted ESC Region 20 to discuss purchasing a product called AEIS-IT that offers some of the same functions available on ActiveQuest.

The other data analysis tool created by the Technology Department is GL Browser. GL Browser also operates on the district's Intranet site and allows users access (read only) to data on their general ledger budget accounts. GL Browser essentially takes the place of a monthly, hard-copy budget report. This tool also has not been widely publicized within the district. It is intended to make financial information easier to review for budget managers.

Both ActiveQuest and GL Browser are commendable efforts at improving SAISD's data analysis function. At this writing, however, the department simply has not made an aggressive effort to announce that these tools are available to its staff, and does not have a formal training program in place for either.

Finally, ESC Region 20 has communicated to SAISD and the other districts it serves that it is developing data analysis capabilities for their use. Specifically, ESC Region 20 has been exploring the feasibility of creating data warehousing query and decision-making support products. Data warehousing software let's districts take information in current systems, reform - K, and analyze it. ESC Region 20 has considered capturing a subset of key financial and student information and making it

available to school districts. School districts then could then use this product to further analyze and manipulate their data.

Interviews with SAISD Technology Department employees indicate that this project is in limbo due to staff shortages at ESC Region 20.

**Recommendation 112:**

**Develop a training program to systematically train end-users in the use of data analysis tools developed by the SAISD Technology Department.**

SAISD staff could provide this training to its users, since district staff created ActiveQuest and GL Browser.

The district annually conducts a "leadership academy" in which various topics are presented to high-level administrators. Technology Department staff should create a training module on ActiveQuest and GL Browser to present at the academy.

The training would be conducted by the SAISD staff members who created these tools. ESC Region 20 should not be involved in this training.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of the Technology Department prepares an all-district memo announcing the availability and capabilities of ActiveQuest and GL Browser	July 2000
2.	The director of the Technology Department introduces these tools at all weekly and monthly staff meetings	July 2000
3.	The director of Technology ensures that training on ActiveQuest and GL Browser is incorporated into the Leadership Development Academy	Summer 2000
4.	The staff of the Technology Department prepares a formal training class to be offered on a regular basis for all staff, particularly budget managers and all teachers and staff members who have a need to review student or financial information	September 2000 and monthly thereafter
5.	The SAISD Web master prominently advertises these two tools on the district's Intranet site	September 2000
6.	The director of the Technology Department contacts ESC Region 20 to discuss ESC Region 20's latest effort at providing information to the districts.	September 2000

## **FISCAL IMPACT**

This recommendation could be implemented with existing resources.

## **FINDING**

While Active Quest and GL Browser are effective tools, an extensive amount of data residing on the ESC Region 20 software could be "mined" for even deeper data analysis to aid in decision-making. The department is still considering how best to access, download, and query the data in the ESC Region 20 system.

Many school districts have spent a lot of time and effort entering information into major software applications such as ESC Region 20's, only to find it difficult to access and manipulate the information for data analysis and what-if projections. Effective query tools allow users to tap into the rich amount of information stored in the production systems to look for meaningful patterns and relationships.

The Technology Department has been working with ESC Region 20 to use new query and analysis products to help access information. ESC Region 20 is considering setting up a predefined set of financial and student test score data for analysis and manipulation with the new products.

At the time of TSPR's site visit, the district was attempting to obtain general pricing information for from ESC Region 20 for this new data analysis product.

The Technology Department also has been exploring the feasibility of creating its own set of data by downloading data from ESC Region 20. Easier to use query and data analysis tools then could be used by district end users to analyze data in ways not possible using the current ESC Region 20 ad hoc query and reporting toolkit, or even ActiveQuest or GL Browser.

As noted above, the department has researched the AEIS-IT software available through ESC Region 20, which represents a sub-set of TAAS scores data. This can be purchased on a per-district and per-school level to include all student TAAS data. The data can be easily manipulated to create standard reports for all schools, grade levels, etc. District staff can take this data and generate easy-to-read reports for teachers and administrators. AEIS-IT is another data analysis tool that could further supplement the capabilities of ActiveQuest.

## **Recommendation 113:**

**Purchase software and incorporate student TAAS data reports per school into the existing ActiveQuest product.**

SAISD can purchase all student TAAS data for the district and for each school from ESC Region 20. Interviews with district MIS staff indicate that they can generate a host of reports from these data. These reports can be made available to authorized users easily via Active Quest on the Intranet.

The district can use existing contracts with ESC Region 20 or other vendors to acquire the software.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of the Technology Department works with the Purchasing Office to purchase the AEIS-IT software from ESC Region 20.	July 2000
2.	The director of the Technology Department works with the Research, Testing, and Evaluation Division to analyze the data and create all of the desired reports	August 2000
3.	The director of the Technology Department directs staff to place all of the developed reports on the ActiveQuest tool, viewable via the district's Intranet	September 2000
4.	The director of the Technology Department encourages district staff to use these existing products and work with the Technology Department before considering other data analysis and decision-making products.	October - November 2000

**FISCAL IMPACT**

SAISD's Technology Department indicated AEIS-IT would cost \$300 for the district "license" and \$100 for each additional site. With 94 schools, this would equal \$9,400 plus \$300 for the district license.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Purchase software and incorporate student TAAS data reports per school into the existing ActiveQuest product.	(\$9,700)	\$0	\$0	\$0	\$0



# Chapter 9

## MANAGEMENT INFORMATION SYSTEMS

### **HARDWARE AND TECHNICAL SUPPORT**

SAISD has about 13,500 computers and hundreds of printers. The Technology Department should have the infrastructure and management systems it needs to adequately support this investment and the district's end-users.

A Technology Department must walk a tightrope in providing clear hardware and software standards for the district while still allowing end-users some flexibility and autonomy in their purchasing decisions. In other words, an MIS department must balance the laudable goal of flexibility for users with the increased costs of doing business that inevitably result from the need to support a number of different products.

Technical support, like training, significantly influences how effectively the technology is used. Unless teachers, administrators, and support staff receive quick assistance in with computers, software, and other equipment, the effectiveness of these materials will be diminished. Schools systems that can quickly and efficiently respond to requests for computer repairs or answers to technical questions are much more able to satisfy the needs of their customers.

At SAISD, the Technology Department maintains a Help Desk (a Technology Support Hotline) to respond to hardware, software, and network questions from end users. The Help Desk may create a work order if it cannot answer users' questions directly. The department's Instructional Technology Services Unit has four technicians who respond to these work orders. The department also has maintenance contracts with several outside vendors for the repair and maintenance of computers, printers, and related equipment.

### **FINDING**

The Technology Department has developed and documented hardware standards for district staff. In July 1999, the Technology Department provided a memo with updated hardware and software standards to all principals, department heads, and "technology teachers" (those most likely to be involved in technology purchases). The department provides direction to end-users in order to help them get the best value for their dollar while ensuring that computers they purchase are compatible and will operate on the LANs and WAN. For example, the current minimum hardware standard for IBM-compatible computer purchases is:

- Pentium III 450 MHz CPU/motherboard
- 64 MB of memory (RAM)
- Multimedia kit (soundcard, speakers, 40X CD-ROM)
- Graphics video card (AGP, PCI bus, Intel i740 chipset, 8 MB installed)
- 1/0100 PCI ethernet adapter
- Windows 98 installed

The Technology Department also sets standards for laptops and Macintosh computers. Staff members can purchase more computer power if they believe they need the added power and the department or school has the money.

The technology procurement memo advises users to contact "QISV" vendors (state-approved vendors that any state or local government agency can use ) and obtain three price quotes. The Technology Department provides a template to use when contacting vendors for price quotes. The template shows the minimum system configuration required. Finally, the Technology Department advises staff to purchase system setup, anti-virus programs, and a three-year, on-site warranty for all computer purchases.

Similarly, the Technology Department has provided direction to district staff on software. For example, the district office productivity standard is Microsoft Office 97; SAISD will no longer support Corel WordPerfect Suite. Such standards are important to ensure that services are provided as efficiently and effectively as possible. A lack of standards can create added costs and unnecessary complexity.

## COMMENDATION

**The Technology Department has set and communicated hardware and software standards for the district, and provides clear, written directions to staff on making the most effective use of technology dollars.**

## FINDING

The Technology Department operates a Help Desk to respond to questions from users involving computers, printers, the network, or software questions. The Technology Support Hotline advertises itself as the one number to call for network, hardware, software, and Internet support. A Help Desk function is needed to determine whether a user's question is a hardware maintenance or repair problem, a software problem, or a quickly corrected mistake (something may not be plugged in, etc.). If the user's problem appears to be hardware-related, Help Desk staff will prepare a work order for the lease vendor to repair the equipment.

The Technology Support Hotline staff attempts to answer as many questions over the phone as possible, rather than routing the problem to another party. The Technology Department also specifically lists what hardware and software applications it will support.

This single-point-of-contact approach is an effective model for customer service. The Help Desk has been hampered in its customer response due to inadequate staffing, not because the model is ineffective.

## **COMMENDATION**

**The Technology Department has created a Help Desk function that serves as an effective initial point of contact for users' computer and technology questions.**

## **FINDING**

The Technology Department has made a major policy decision to lease rather than purchase computers. The district leased and installed 3,084 computers at all eight high schools over the past year, continuing into Fall 1999. Placing the computers at the high schools met three key objectives: it addressed Year 2000 compliance issues; provided computers in all high school classrooms; and allowed the district to transfer computers that had been at the high schools to the middle and elementary schools. Existing computers (1,880) from the high schools that were Y2K-compliant were placed at middle or elementary schools to replace their obsolete systems.

The lease strategy is explained in the district's Technology Plan. SAISD carefully considered the total cost of ownership of computers to determine that it would be more cost-effective to lease rather than buy computers, in view of the costs of maintaining, fixing, upgrading, and replacing purchased computers. Many districts consider the only purchase price of a computer, not other, hidden costs of ownership. SAISD determined that it would cost about \$4.5 million over three years to lease 3,000 PCs, versus about \$7.5 million over the same period to buy, maintain, and repair an equal number of computers.

SAISD entered into a four-year lease program with an outside vendor. The lease cost covers installation repair or replacement of inoperative computers within 24 hours of notice; and providing updated computers every four years with renewal of the leasing agreement.

In addition to savings generated by leasing, the district benefits by a turnkey environment in which one vendor provides all preparation, installation, maintenance and repair of all leased equipment. Furthermore,

according to the district officials, outsourcing maintenance and repair are easier from a management perspective as well.

## **COMMENDATION**

**The SAISD Technology Department used a total-cost-of-ownership model to determine that it would be more cost-effective to lease computers than to purchase them.**

## **FINDING**

SAISD contracted with the vendor M & A to obtain and install leased computers for the high schools. A provision in the lease agreement holds vendor is responsible for maintenance and repair of the leased computers. The vendor has a performance provision requiring it to repair defective computers within 24 hours of notification.

The vendor is able to access the district's work order system called "Heat" on-line and pull down repair work orders assigned to them. This practice ensures that the vendor can repair leased computers as soon as possible after notification.

## **COMMENDATION**

**The Technology Department has created an online system allowing the leasing vendor to access the district's work order tracking system to pull down repair work orders.**

## **FINDING**

The Technology Department has implemented an automated tracking system called "HEAT" to manage work orders for repairs to computers and related technology equipment, and to troubleshoot software problems. The "HEAT" system is administered by Hotline staff. The "HEAT" system appears to have good features. However, Hotline staff in the Technology Department have not yet taken full advantage of all its reporting and analysis capabilities. For example, "HEAT" and a related software package called Seagate Crystal Reports can develop sophisticated management reports such as tracking status of work orders. Help Desk employees have not taken advantage of these reporting features primarily because they have not been formally trained in them.

Another reason for the failure to use the full management-reporting features of "HEAT" and Seagate Crystal Reports is district's lack of a formal performance measurement system. Since the Technology Department does not have formal performance measures and does not

have to report on actual performance versus developed goals, there has been no pressure to use the features of the software.

**Recommendation 114:**

**Provide training on the full reporting and management analysis capabilities of the "HEAT" and Seagate software products.**

Technology Department staff also should develop standard management reports that monitor actual performance against performance measures.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of the Technology Department contacts the vendors of the two products to determine costs to provide training	July 2000
2.	The director of the Technology Department ensures that training funds are available to train staff	August 2000
3.	The director of the Technology Department designates staff to attend training	September 2000
4.	Trained staff return to train other staff who did not attend the vendor training.	Fall 2000
5.	The Technology Department staff develop management reports that monitor progress towards meeting key performance measures.	Fall 2000

**FISCAL IMPACT**

The estimated one time cost of the training is \$2,500.

<b>Recommendation</b>	<b>2000-2001</b>	<b>2001-2002</b>	<b>2002-2003</b>	<b>2003-2004</b>	<b>2004-2005</b>
Provide training on the full reporting and management analysis capabilities of the HEAT and Seagate software products.	(\$2,500)	\$0	\$0	\$0	\$0

**FINDING**

The Technical Support Hotline's hours of operation are 8:00 a.m. to 4:00 p.m. These hours do not provide adequate coverage for teachers and other administrative staff who need assistance prior to 8:00 a.m., particularly

when class starts for teachers. Similarly, many administrative staff might prefer to call the Hotline after 4:00 p.m., at the end of the work day.

**Recommendation 115:**

**Stagger the hotline's hours of operation between 7:00 a.m. to 5:00 p.m. to allow for more coverage to receive customer calls.**

The hotline's hours should allow teachers to call before 8:00 a.m. and administrators to call after 4:00 p.m.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The Help Desk supervisor creates a new schedule that staggers the hours of operation as recommended	July 2000
2.	The Help Desk supervisor releases a memo to all staff, and an announcement on the Intranet site, that communicates the new hours of operation.	July 2000
3.	The Help Desk supervisor enforces the new hours of operation.	August 2000

**FISCAL IMPACT**

The recommendation could be implemented with existing resources.

# Chapter 10

## TRANSPORTATION

This chapter examines the San Antonio Independent School District's (SAISD's) Transportation Department in seven sections:

- A. Organization and Management
- B. Mechanic and Support Functions
- C. Routing and Scheduling
- D. Equipment Replacement Plans
- E. Driver Training
- F. Effectiveness and Efficiency of Transportation
- G. Privatization

One of the most important responsibilities of any school district is providing transportation for our children. SAISD transports more than 7,000 children to and from school each day.

### **BACKGROUND**

SAISD's Transportation Department and the City of San Antonio's VIA Metropolitan Transit, Inc. transported an average of 7,231 students per day in 1998-99. SAISD's vehicles averaged 484 daily bus routes (234 morning and 250 afternoon) while VIA handled another 102 routes (37 morning and 65 in the afternoon). SAISD school buses transported an average of 1,533 students per day on special education bus routes and another 3,660 students on regular, career, and combined special education/regular bus routes, for a total of 5,193 students. VIA's routes account for another 2,028 students. The Transportation Department operates 128 buses in the morning and 140 buses each afternoon. The district owns, operates, and maintains a fleet of 176 school buses and 375 other vehicles, for a total inventory of 551 vehicles.

SAISD has a \$1.2 million contract with VIA to provide morning and afternoon regular bus transportation. The contract requires VIA to provide 65 buses. VIA does not transport special education students. The director of Transportation is responsible for administering the VIA contract. The contract between SAISD and VIA was renegotiated for the 1999-2000 school year. The present contract calls for VIA to perform the following services:

- transport approximately 2,028 students on 102 bus routes.
- ensure that students are transported safely to and from school without incident.
- provide enough buses to transport the students.

- provide backup buses as required to meet contractual obligations.
- provide reports to SAISD as required.
- remain open to renegotiating a subsequent transportation contract with SAISD.

The contract is a continuation of services provided by VIA for more than 18 years. In the past, VIA provided bus transportation services for all regular routes and field trips. Because of increased costs, changing federal guidelines, and increased demands for field trips and after-school events, VIA determined that it should reduce its transportation commitment to SAISD. In 1993-94, SAISD purchased buses to fill this vacuum by providing student transportation for field trips and after-school events. It also began running some of the regular bus routes. Since then, the district has gradually assumed more of the transportation burden itself, with a corresponding decrease in VIA services.

The SAISD Transportation budget for 1999-2000 is \$6.2 million, of which \$3.8 million will be spent for student transportation. This figure includes expenditures for maintenance, parts, repairs and salaries. The other \$2.4 million provides maintenance and other services for the other vehicles and equipment maintained by the department. SAISD's cost to transport students is about \$676.75 per student for the school year. The VIA contract of \$1,221,089 will transport 2,028 students at a cost of \$602.11 per student for the school year. While VIA may appear to be considerably less expensive than SAISD service, other variables should be considered. For example, special education students are SAISD's sole responsibility, and such students are considerably more expensive to transport, in part because the district provides them with door-to-door transportation and places an assistant to the driver on each special education bus.

A flat cost comparison also does not take into consideration aggregate miles covered to transport students. A further breakdown of costs shows that the \$3.8 million figure includes the cost of athletic/extracurricular transportation, a function almost exclusively performed by SAISD.

To accurately compare school route transportation costs, the \$3.8 million must be reduced by \$550,000, the approximate cost of field trips. When the adjusted figure, \$3.25 million, is used in a cost-per-student calculation, SAISD's total becomes \$578.81 per student transported on school routes. Therefore, SAISD's own buses are \$23.30 cheaper to operate on a per-student basis. (An analysis of the VIA contract is provided at the end of this chapter.)

**Exhibit 10-1** compares SAISD with Austin ISD, which also uses other transportation services to augment its student transportation requirements. (None of the other peer districts has a comparable contract.) Austin ISD



contracts with Capital Metropolitan Transportation Authority to transport about 750 students to and from one middle school and two high schools. SAISD, it should be noted, transports more students over a larger geographical area.

**Exhibit 10-1**  
**Comparison of SAISD-VIA Contract**  
**With Other District Using Contract Student Transportation**

<b>Student Transportation District</b>	<b>Contract Amount</b>	<b>Duration of the Contract</b>	<b>Ridership</b>
Austin ISD	\$250,000	1998-99	750
<b>San Antonio ISD</b>	<b>\$1.2 million</b>	<b>1998-99</b>	<b>2,028</b>
Average	\$725,000	1998-99	1,389

*Source: Created by TSPR, 1999.*

Daily student ridership on SAISD transportation rose by 46 percent from the 1995-96 school year to 1997-98 (**Exhibit 10-2**). Ridership fell slightly in 1998-99. This decline coincides with recent total student enrollment decreases in the district, from 61,000 students in 1997-98 to 59,000 in 1998-99.

**Exhibit 10-2**  
**SAISD Four Year Daily Ridership Comparison**  
**1995-99**

<b>Year</b>	<b>Regular Ridership</b>	<b>Special Education Ridership</b>	<b>Total Ridership</b>
1998-99	5,698	1,533	7,231
1997-98	6,188	1,603	7,791
1996-97	5,639	1,334	6,973
1995-96	3,802	1,153	4,955

*Source: SAISD, Transportation Department, 1999.*

The Texas Education Code authorizes but does not require each Texas school district to provide transportation between home and school, from school to career and technology training sites, and for cocurricular and extracurricular activities. The federal Individuals with Disabilities

Education Act requires districts to provide transportation for students with disabilities if they also transport the general student population, or if disabled students require transportation to receive special education services.

The Texas Education Code states that a school district is eligible to receive state funding for transporting regular and special program students between home and school, and career and technology students to and from vocational training locations. The Texas Education Agency (TEA) sets funding rules in accordance with the code's requirements and state appropriations. Local funds must pay for any transportation costs the state does not cover.

For regular home-to-school transportation, TEA reimburses districts according to a formula specified by the code. This formula is based on 'linear density'-the ratio of the average number of regular program students transported daily to the number of miles operated daily. TEA uses this ratio to assign each school district to one of seven groups, each receiving a different per-mile reimbursement (**Exhibit 10-3**).

**Exhibit 10-3**  
**Categories of State Linear Density**  
**Reimbursement for Regular Bus Runs**

<b>Density Group</b>	<b>Reimbursement per Mile</b>	<b>Linear Density Range</b>
I	\$0.68	.000 - .399
II	\$0.79	.400 - .649
III	\$0.88	.650 - .899
IV	\$0.97	.900 - 1.149
V	\$1.10	1.150 - 1.649
VI	\$1.25	1.650 - 2.399
VII	\$1.43	2.400 - 9.999

*Source: Texas Education Agency, 1998.*

TEA reevaluates group assignments every year based upon the number of students and mileage reported to the state by each school district. According to TEA rules, the linear density calculation in the first year of each biennium determines the funding districts will receive for the next biennium.

State transportation funding for regular program transportation is limited to transportation for students who live two or more miles from the school they attend. The state does not fund transportation for regular program students living within two miles of their schools unless the students face hazardous walking conditions on the way to school. The state also will not pay for summer school transportation or for cocurricular routes that run between schools during the day.

Extracurricular transportation, including transportation to and from field trips and after-school and weekend events, is not funded by the state. In SAISD, most extracurricular transportation consists of transportation to and from athletic events; individual schools reimburse the Transportation Department for these services. SAISD publishes a cost schedule for extracurricular transportation.

The state reimburses all transportation for special education students except for certain field trips. The Legislature has capped reimbursement for special program transportation at \$1.08 per mile. SAISD's actual cost for transporting special education students in 1997-98 was \$3.89 per mile. The special program, unlike the regular program, is not able to achieve efficiency by clustering students at bus stops. As noted above, each special program bus picks up students at their houses; therefore, these routes are inherently more expensive. The difference in efficiency is dramatic when comparing the number of students transported per mile of travel. In 1997-98, special education runs equated to one student per mile while regular education transportation runs were more efficient at 3.2 students per mile.

Career and technology education transportation costs are reimbursed based upon the previous year's actual cost per mile for that type of transportation. SAISD received \$2.87 per mile for the program in the 1996-97 school year and \$2.92 per mile in 1997-98.

Each school district is responsible for the capital cost of purchasing school buses. Districts may purchase school buses independently or through the state's General Services Commission (GSC) under a state contract. Districts also may acquire buses through a lease-purchase process. SAISD purchases its buses through GSC.

**Exhibit 10-5** provides cost statistics for SAISD, the peer districts and density group VII for the 1998-99 school year. The peer districts are in linear density groups V, VI, or VII. Two of the districts are in SAISD's linear density group VII.

**Exhibit 10-5**  
**Cost Statistics, SAISD versus Peer Districts**  
**1998-99 School Year**

	Regular Education			Special Education	
Peer District	Density Group	Cost/ Mile	Cost/ Rider	Cost/ Mile	Cost/ Rider
Austin	V	\$2.00	\$2.15	\$2.07	\$14.08
Corpus Christi	VII	\$2.15	\$3.02	\$1.76	\$4.88
El Paso	VI	\$2.56	\$2.60	\$2.81	\$10.75
Ft. Worth	VI	\$2.07	\$3.16	\$2.16	\$13.32
San Antonio	VII	\$2.49	\$2.50	\$3.31	\$14.92
Ysleta	VII	\$2.61	\$1.85	\$2.60	\$10.80
<b>Peer Average</b>		<b>\$2.28</b>	<b>\$2.56</b>	<b>\$2.28</b>	<b>\$10.77</b>
<b>State Average</b>		<b>\$1.88</b>	<b>\$2.23</b>	<b>\$1.92</b>	<b>\$10.26</b>

Source: Texas Education Agency, January 2000.

In 1998-99, SAISD spent \$2.49 for regular education cost per mile, placing it in the middle of the peer districts but above the peer average and well above the state average. For special education, SAISD spent much more than the peer districts and the state average, both in terms of costs per mile and costs per rider. SAISD's relatively high costs for transporting special education students are due in part to the fact that SAISD places an assistant to each bus driver on special education routes.

Enrollment and student rider data comparisons are shown in **Exhibit 10-6**.

**Exhibit 10-6**  
**Enrollment and Student Rider Comparison**  
**SAISD Versus Peer Districts**  
**1997-98**

	Regular Education			Special Education		
Peer District	School Enrollment	Riders	Percent Riders	School Enrollment	Riders	Percent Riders
Austin	67,473	16,999	25.2%	9,177	2,366	25.8%
Corpus Christi	34,954	4,607	13.2%	6,021	1,735	28.8%
El Paso	58,080	7,923	13.6%	5,932	2,027	34.2%
Ft. Worth	67,856	13,064	19.3%	9,046	2,230	24.6%
<b>San Antonio</b>	<b>53,626</b>	<b>6,188</b>	<b>11.5%</b>	<b>7,550</b>	<b>1,603</b>	<b>21.2%</b>

Ysleta	42,948	6,704	15.6%	4,706	1,010	21.5%
<b>Peer Average</b>	<b>54,262</b>	<b>9,859</b>	<b>18.2%</b>	<b>6,976</b>	<b>1,874</b>	<b>26.9%</b>
<b>State Average</b>	<b>3,056</b>	<b>1,111</b>	<b>36.4%</b>	<b>417</b>	<b>87</b>	<b>20.9%</b>

Source: Texas Education Agency, 1999.

SAISD transports 6,188 regular education students per day. The peer average is almost 3,700 higher, or about 9,900 students per day. SAISD's share of regular education students riding the buses is 7 percent lower for the peer average; the same is true for special education, where ridership is 6 percent below the peer average.

**Exhibit 10-7** displays SAISD's transportation costs, mileage, and student rider changes for a three-year period. The largest categorical change over the three-year period was a 63 percent increase in regular education riders. Overall ridership, for both regular and special education, has risen by 57 percent. The overall number of miles driven has fallen by an average of 8 percent. The Transportation Department's operating costs rose by 25 percent over the same period, with the largest portion of the increase attributable to regular education transportation.

**Exhibit 10-7**  
**SAISD Transportation Costs, Mileage, and Student Riders**  
**1995-1998**

Category	1995-96	1996-97	1997-98	% Change
Total Operating and Capital Costs				
Regular Education	\$2,205,812	\$2,983,887	\$3,023,132	+37%
Special Education	\$3,440,149	\$3,598,243	\$4,014,950	+17%
<b>Total Costs</b>	<b>\$5,645,961</b>	<b>\$6,582,130</b>	<b>\$7,038,082</b>	<b>+25%</b>
Annual Miles				
Regular Education	928,417	1,040,407	874,494	-6%
Special Education	1,144,638	1,086,459	1,030,984	-10%
<b>Total Annual Miles</b>	<b>2,073,055</b>	<b>2,126,866</b>	<b>1,905,478</b>	<b>-8%</b>
Annual Riders				
Regular Education	684,360	1,015,020	1,113,840	+63%

Special Education	207,540	240,120	288,540	+39%
<b>Total Annual Riders</b>	<b>891,900</b>	<b>1,255,140</b>	<b>1,402,380</b>	<b>+57%</b>

*Source: Texas Education Agency, 1999.*

# Chapter 10

## TRANSPORTATION

### ORGANIZATION AND MANAGEMENT

The SAISD Transportation Department's primary mission is to transport students safely to and from school, on special field trips, and to and from extracurricular events in a timely and cost-effective manner. The district accomplishes this by maintaining a fleet of buses, employing drivers, and providing maintenance and administrative support. The department's goals are to ensure that bus routes are designed efficiently; bus use is restricted to authorized students; special-needs students receive appropriate transportation; and accidents, breakdowns, or special requirements are responded to promptly.

The Transportation Department has 268 staff members, including a director and an assistant director, 140 permanent bus drivers, 92 bus assistants for special education buses, 13 administrative and support staff (two coordinators and 11 clerical and support personnel), and 21 maintenance personnel.

The director of Transportation has served in this capacity for five years and reports to the superintendent. The director is responsible for administration, training, safety, transportation services, and maintenance of school buses and other vehicles and equipment. The director's primary senior managers are an assistant director of Transportation and a vehicle maintenance administrator.

The assistant director of Transportation is responsible to the director of Transportation for maintenance operations and student transportation, and supervises a vehicle maintenance administrator, two route coordinators, one dispatcher, eight clerical workers, 140 bus drivers, and 92 bus driver assistants, for a total of 244 employees.

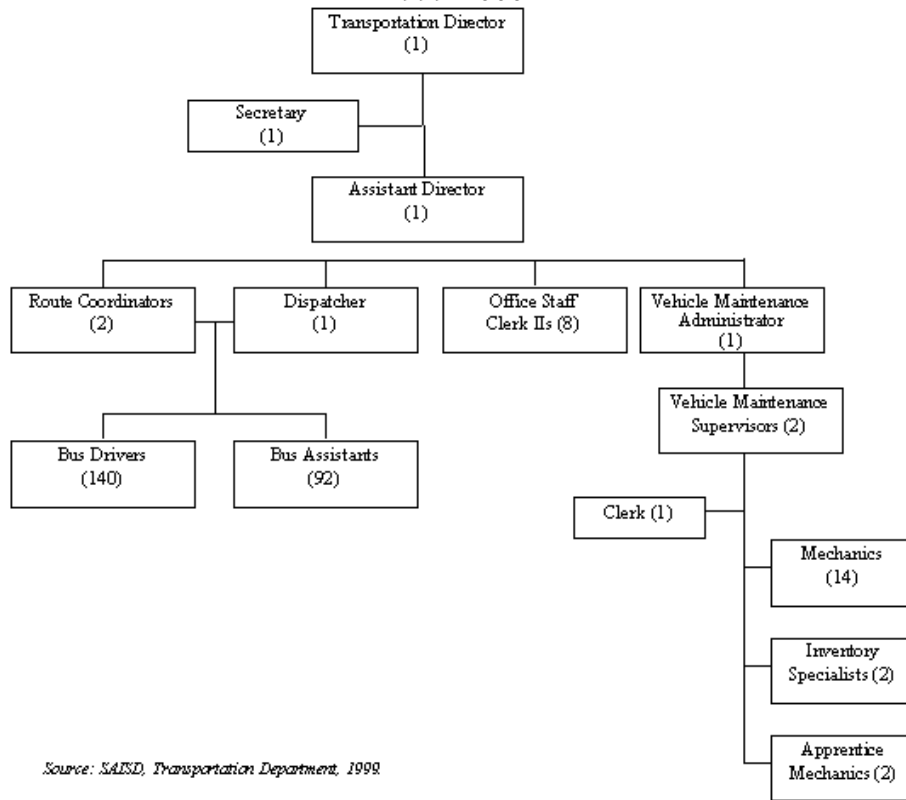
To a limited degree, transportation route coordinators serve in the capacity of supervisors, though their job descriptions do not specify this responsibility. Route coordinators participate in annual evaluations of bus drivers and bus assistants by providing verbal observations and recommendations to the assistant director of Transportation. In addition, one route coordinator coordinates all regular bus routes and the other coordinates all special education bus routes; both report to the assistant director of Transportation.

The vehicle maintenance administrator, though under the supervision of the assistant director of Transportation, also answers directly to the

director of Transportation. He manages a Maintenance section of 22 employees and is responsible for the maintenance of all assigned vehicles, a spare parts inventory, contract maintenance, shop safety, training and certification of mechanics, and shop maintenance activities.

**Exhibit 10-8** shows the SAISD Transportation Department's organizational structure, with the number of positions authorized shown in parentheses by each job title.

**Exhibit 10-8**  
**SAISD Transportation Maintenance Organization Structure**  
**1999-2000**



*Source: SAISD, Transportation Department, 1999*

## FINDING

The assistant director's span of control—that is, the number of employees supervised—is too broad for effective management. The present organizational structure requires the assistant director to manage 245 employees, including 140 drivers. The assistant director supervises nearly 3 times as many drivers as driver supervisors in selected public school districts (**Exhibit 10-9**). (These nine districts were chosen for comparison based upon information obtained from recent studies. Four districts in Texas and five districts in other parts of the nation were selected to provide a state and national perspective.)



**Exhibit 10-9**  
**Comparison of Drivers Per Supervisor for Selected Districts**  
**1997-98**

<b>Comparative School Districts</b>	<b>Number of Drivers</b>	<b>Total Supervisors</b>	<b>Drivers Per Supervisor</b>
Northside (San Antonio), TX	400	12	33
Fairfax County, VA	1,048	30	35
Dade County (Miami), FL	1,455	34	43
Richmond, VA	225	4	56
Fort Bend, TX	266	4	67
Prince George's, MD	1,047	14	75
El Paso, TX	239	6	40
Port Arthur, TX	103	1	103
Broward County, FL	1,292	49	26
Group Average	675	17	40
<b>San Antonio, TX</b>	<b>140</b>	<b>1</b>	<b>140</b>

*Source: TEA and various State Department of Education Web sites, 1999.*

Route coordinators and the dispatcher routinely supervise bus drivers and provide input to the assistant director of Transportation for bus driver evaluation ratings. Coordinators also perform supervisory actions over bus drivers on a daily basis. The director of Transportation, assistant director of Transportation, and vehicle maintenance administrator said that they are aware of challenges in providing supervision and control under the current organization chart.

Many school districts in the nation such as El Paso, Texas; Port Arthur, Texas; Fort Bend, Texas; Northside (San Antonio), Texas; Fairfax County Public Schools and Richmond City Schools in Virginia; and Prince George's County Public Schools in Maryland employ route supervisors to:

- evaluate and rate drivers.
- observe driver performance.
- correct improper performance or deficiencies.
- ensure driver adherence to maintenance schedules and reporting requirements.

- design or redesign bus routes and schedules.
- monitor operations and ensure that bus routes are covered.
- assist at the scene of school bus accidents and help prepare accident reports.

SAISD does not employ route supervisors and relies on the assistant director and director of Transportation to perform these functions. These additional responsibilities of the director and the assistant impact adversely on their other supervisory duties.

The department uses its clerks ineffectively, with duplication of effort and responsibility. For example, two clerks serving under the supervision of the AM and PM dispatchers exercise some supervisory functions over bus drivers and assistant drivers. The AM and PM dispatchers are capable of providing guidance and direction to bus drivers on their proposed routes, without the assistance of two full-time clerks. (Although the organization chart shows one dispatcher position, in practice, SAISD employs an AM and a PM dispatcher.)

The Transportation Department uses one clerk as the payroll clerk, responsible for verifying employee time cards and reporting other information to the Personnel Finance Office. However, during TSPR's visit, two individuals indicated they perform payroll functions. Subsequent interviews determined they did not understand that they are being cross-trained in these responsibilities. Management took immediate steps to clear up this misunderstanding.

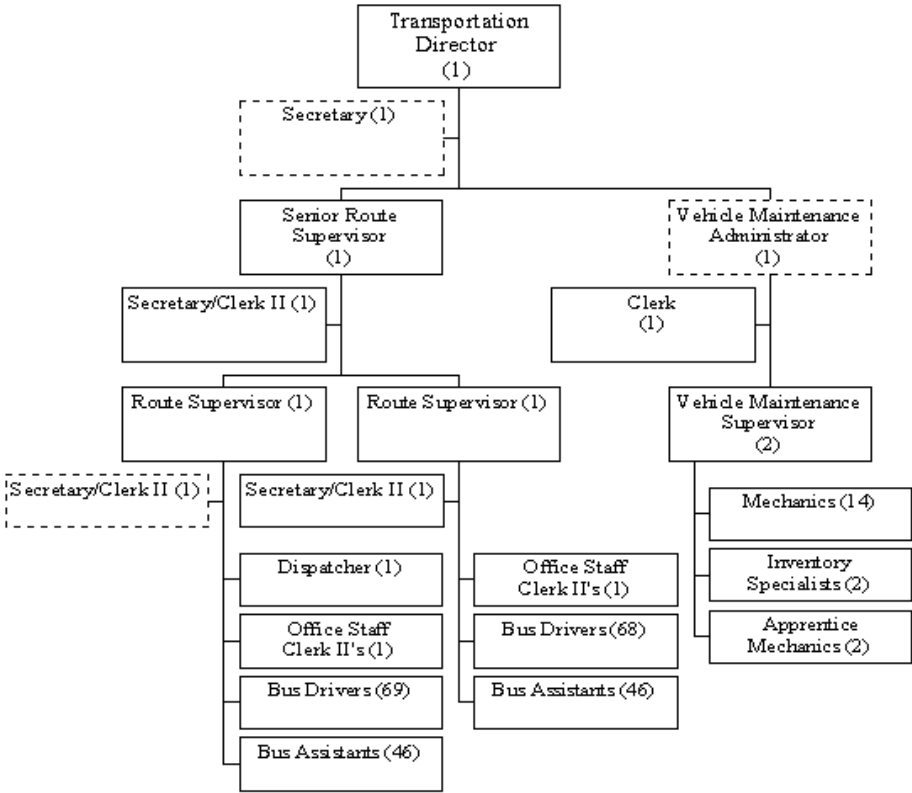
#### **Recommendation 116:**

**Reorganize the Transportation Department by creating one senior and two route supervisor positions, and eliminate the positions of the assistant director of Transportation, two route coordinators, and three clerks.**

In addition to primary responsibilities such as supervising driver training, pre-and post operating checks and implementing a safety program, the senior route supervisor should be charged with overseeing driver training and the VIA contract. SAISD also can eliminate two clerks serving under the dispatcher supervision. These personnel clerical actions will reduce the number of clerks from nine to seven. This reorganization should result in a higher level of efficiency.

**Exhibit 10-10** depicts the recommended organizational change for the SAISD Transportation Department.

**Exhibit 10-10**  
**Proposed Organization Structure for the Transportation and Maintenance Department**



Source: Created by TSPR, October 1999.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent and the board approves the creation of one senior route supervisor and two route supervisor positions and elimination of the assistant director of Transportation, two route coordinators, and two clerk positions in the Transportation Department.	July 2000
2.	The director of Human Resources establishes the new supervisor positions, job descriptions, a rate of pay, and follows standard procedures for eliminating the positions of assistant director of Transportation, two route coordinators, and two clerks.	August 2000
3.	The director of Transportation recruits, hires, and trains the new personnel.	September 2000

## FISCAL IMPACT

The senior route supervisor should be paid a base salary of \$50,000. Each route supervisor should be paid a base salary of \$43,000. The annual fiscal impact of adding a senior route supervisor (\$50,000 base salary plus 15 percent benefits = \$57,500/year) and two route supervisor positions (\$43,000 base/year plus 15 percent benefits x 2 = \$98,900), would be \$156,400 (\$57,500 plus \$98,900). The average pay for a clerical position is \$25,085 annually (\$21,441 base/year plus 17 percent benefits) eliminating two clerical positions results in annual savings of \$50,170. The annual savings resulting from the elimination of the assistant director of Transportation position is \$63,887 including benefits and two route coordinators is \$92,104 (\$40,045 base/year plus 15 percent x 2) for a savings of \$156,276. The net fiscal impact of eliminating six positions and creating three positions would be \$49,761 annually.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Reorganize the Transportation Department by creating one senior and two route supervisor positions, and eliminate the positions of the assistant director of Transportation, two route coordinators, and three clerks.	\$49,761	\$49,761	\$49,761	\$49,761	\$49,761

## FINDING

SAISD's maintenance facilities are inadequate to support 551 vehicles. The facilities consist of five maintenance bays totaling about 4,000 square feet, which equates to one bay for every 110 vehicles. Only one bay is capable of handling large transit buses. Door size is a limiting factor and the design of the vehicle maintenance facility building prohibits any enlargement of the doors because of structural problems. SAISD must maintain 60 large transit buses, and due to its lack of adequate facilities often must work on these buses outside under inclement conditions. Tools and equipment frequently are brought outside to perform maintenance and manual jacks often are used in place of more efficient hydraulic lifts. In addition, the bus wash rack does not comply with federal environmental standards, since it does not recycle water, and the discharging of wash rack residue on the ground or into the sewer system violates Environmental Protection Agency (EPA) regulations. Though the director of Transportation indicated this practice does not violate state policies, EPA regulations do address this violation.

The performance of maintenance tasks during periods of inclement weather degrades the quality of maintenance, increases the time required to perform specific tasks, and adversely impacts the morale of mechanics. Productivity can drop by as much as 50 percent during periods of extreme heat, cold, rain and snow.

**Recommendation 117:**

**Purchase a two-bay maintenance facility.**

SAISD should alleviate the problem by purchasing a two-bay semi-permanent maintenance facility. A 40 X 60 feet two-bay maintenance facility should be adequate.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Transportation prepares a maintenance facility modernization plan.	September 2000
2.	The superintendent approves the plan.	September 2000
3.	The superintendent includes funding for the maintenance facility in the 2000-01 budget.	October 2000
4.	The director of Purchasing prepares and advertises a bid package for the maintenance facility.	November 2000
5.	The director of Purchasing recommends the lowest bid meeting specifications.	January 2001
6.	The board approves the recommendation to purchase the maintenance facility.	February 2001
7.	The superintendent makes the purchase.	February 2001

**FISCAL IMPACT**

The fiscal impact of the one-time purchase of a two-bay maintenance facility should be \$250,000.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Purchase a two-bay maintenance facility	(\$250,000)	\$0	\$0	\$0	\$0

# Chapter 10

## TRANSPORTATION

### MECHANIC AND SUPPORT FUNCTIONS

#### FINDING

SAISD authorized and budgeted for 14 mechanics and two mechanic/apprentice positions. At the time of TSPR's visit, two of the 14 mechanics were on leaves of absence. However, due to budgetary constraints, SAISD is not employing an adequate number of mechanics to support the maintenance program.

SAISD's mechanic-to-vehicle ratio (given that they maintain 551 vehicles) is 1:39. The transportation industry and most school districts use a common ratio of 20 to 30 vehicles per mechanic. This ratio may fluctuate depending on the age of the fleet, the expertise of mechanics, maintenance facility, and the level of maintenance equipment available.

**Exhibit 10-11** compares SAISD with nine other school districts on ratios of vehicles to mechanics. The mechanics in the other districts have significantly lower mechanic to vehicle ratios than SAISD. In addition, SAISD's 14 mechanics constitute a smaller pool of mechanics than in any of the other districts except for Socorro ISD.

**Exhibit 10-11**  
**Comparative Mechanic Assignments to Fleet Size**  
**1999-2000**

School District	Mechanics	Vehicles & Equipment	Vehicles Per Mechanic
Fairfax County, VA	64	1,285	20.1
Prince William County, VA	23	525	22.8
Broward County, FL	59	1,766	29.9
Socorro ISD, TX	9	224	24.9
Ysleta ISD, TX	14	359	25.6
Hillsborough, FL	48	1,002	20.9
Prince George's, MD	65	1,655	25.5
Houston, TX	60	1,422	23.7
Average	43	1030	24

<b>San Antonio ISD</b>	<b>14</b>	<b>551</b>	<b>39.4</b>
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*Source: Created by TSPR from data received from individual school districts, 1999.*

Of the district's 551 vehicles and other equipment (including trailers and mowers), 478 are considered critical to district operations; of these, 176 are buses. Seventy-three pieces of equipment are deemed important to the transportation mission, but not critical. Maintenance of these special units could be accomplished by two mechanics for a ratio of approximately 36 units per mechanic or 36:1.

**Recommendation 118:**

**Hire two mechanics and one mechanic/apprentice.**

Filling the three positions should increase the staffing of vehicle mechanics to 19 (16 mechanics and three mechanics/apprentices. This should allow two mechanics to be dedicated to noncritical equipment (73 vehicles) and 17 to critical equipment (478 vehicles).

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Transportation requests the additional positions from the superintendent and the board.	July 2000
2.	The board approves the additional positions.	August 2000
3.	The director of Transportation and vehicle maintenance administrator recruit and hire additional mechanics.	September 2000

**FISCAL IMPACT**

The average cost of a mechanic position is \$35,100, based upon a salary of \$30,000 and benefits of \$5,100 (17 percent). The average cost of a mechanic apprentice is \$29,250, based upon a salary of \$25,000 and benefits of \$4,250 (17 percent). The total annual cost for the three positions is \$99,450.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Hire two mechanics and one mechanic/ apprentice	(\$99,450)	(\$99,450)	(\$99,450)	(\$99,450)	(\$99,450)

**FINDING**

SAISD does not require Automotive Service Excellence (ASE) certification as a condition for employment. ASE-certified mechanics provide more accurate fault diagnosis, which allows more items to be repaired correctly the first time and reduces the need to replace parts. Maintenance supervisors indicate that the Transportation Department is severely understaffed, making it difficult to implement an effective training program. Without adequate training, SAISD mechanics cannot fully maintain the increasingly sophisticated buses and other equipment recently integrated in the SAISD vehicle inventory.

**Recommendation 119:**

**Provide ASE certification training for all SAISD mechanics.**

SAISD should establish a policy requiring all its mechanics to be ASE-certified. Better training will make for more accurate fault diagnosis, allowing more items to be repaired correctly the first time and reducing the need to replace parts.

The district's recruitment of mechanics should include ASE certification as a qualification. Testing site locations vary from city to city. San Antonio is not normally a test site location, so SAISD mechanics would have to travel to another city to be tested.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Transportation develops and establishes a procedure for professional certification of mechanics.	September 2000
2.	The director of Human Resources establishes ASE certification as one of employment requirements.	September 2000
3.	The director of Transportation begins the certification process with existing mechanics.	December 2000

**FISCAL IMPACT**

The ASE registration fee is \$25 and the test fee is \$20. Tests are administered at 750 locations throughout the country in May and November. The estimated cost is \$180 in registration and test fees for four employees, and a probable \$100 per person for travel for a total of \$580.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Provide ASE certification training	(\$580)	(\$580)	(\$580)	(\$580)	(\$580)



for all SAISD mechanics.					
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**FINDING**

The SAISD Transportation Department maintains 176 buses, but has a peak need for only 140 buses per day, a difference of 36 buses or 21 percent of the total inventory. These extra buses are spares used as substitutes when other buses break down or are placed in the shop for preventive maintenance.

SAISD does not have a spare bus policy specifying an acceptable number of buses to maintain as spares. Previous studies of other school districts have shown that a generally accepted range for bus spares is 10 to 20 percent of the regularly scheduled peak bus usage. School districts with spare bus policies in this range include Port Arthur, Texas; El Paso, Texas; Broward County, Florida; and Fairfax County, Virginia. Factors affecting the spare bus ratio are fleet age, effectiveness of the maintenance program, climatic and operating environment, fleet mix, and training program.

**Recommendation 120:**

**Institute a spare bus policy and sell excess buses based on the adopted policy.**

The spare bus ratio can be reduced to the lower end of the generally acceptable range, to the 10 percent level. With a peak need of 140 buses, a 10 percent spare policy would be 14 buses. This would put SAISD's total bus requirements at 154 (140 buses for peak period and 14 spares). This means that SAISD could reduce its inventory of spares from 36 to 14.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Transportation develops a plan to dispose of 22 excess buses.	July 2000
2.	The superintendent and board approve the sale of 22 buses.	July 2000
3.	The director of Transportation finalizes the excess bus disposition plan.	August 2000
4.	The Transportation Department, in coordination with the associate Superintendent for Financial Services commences sale of excess buses.	September 2000

**FISCAL IMPACT**

The average value of a 12-year old used school bus is approximately \$1,000. The sale of 22 excess school buses, then, should result in a one-time return of \$22,000.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Institute a spare bus policy and sell excess buses based on the adopted policy.	\$22,000	\$0	\$0	\$0	\$0

# Chapter 10

## TRANSPORTATION

### ROUTING AND SCHEDULING

#### FINDING

SAISD has no written policies or formal procedures for school bus routing and scheduling. The SAISD Transportation Department operates a total of 484 bus routes daily; at least 140 buses are needed to complete about 250 routes during peak periods (the afternoon runs). However, the 140 buses at peak period are used for slightly less than two routes per bus. Moreover, SAISD's transportation routes have not changed over several years.

**Exhibit 10-12** shows SAISD's number of routes by type.

**Exhibit 10-12**  
**School Bus Routes in San Antonio**  
**1998-99**

Type of Route	Morning	Afternoon
Regular Education	138	154
Special Education	87	87
Magnet	7	7
Career Routes	2	2
Contracted with VIA	37	65
<b>Total Routes</b>	<b>271</b>	<b>315</b>

*Source: SAISD, Transportation Department, January 2000.*

Two employees in the Transportation Department are responsible for routing functions. One coordinates all regular bus routes and the other coordinates all special education bus routes; both report to the assistant director of Transportation. At the beginning of each school year, or whenever new students enter a school after the school year has begun, principals and SAISD special education staff send their transportation requests to the Transportation Department, where they are processed by the special education route coordinator.

Requests for regular routes call for a determination as to where students live in proximity to existing regular routes. For each new student, his or

her school is provided with a bus-stop location that is supposed to be the one closest to the students' home address. According to the regular routing coordinator, this is accomplished by looking up the location of the student pickup point and determining its proximity to a current bus route. Under this system, very little change is made to regular routes from year to year. SAISD has no records showing student names, addresses, best pickup points, or other important information. Pickup points assigned based on student location may or may not be the best location.

On the other hand, the special education route coordinator enters requests for transportation into a computer using "BUSTOPS" software, an automated routing and scheduling system. The software system places all special education students on appropriate routes and makes any necessary changes to existing routes. Special education bus drivers are able to review the routing and make any suggested changes and ensure that they have the required equipment and assistants needed to work their routes.

The director of Transportation purchased, installed, and implemented BUSTOPS for special education routes, and has found that the software has improved the efficiency of special education bus routing. The software, however, has not been used for regular bus routes. Yet this automated system is capable of handling the entire district's routing and scheduling.

Some school districts moving from manual to a computer routing system have shown a 7 to 15 percent reduction in the number of routes needed.

SAISD officials indicate that regular bus runs are not being analyzed with BUSTOPS because they have remained fairly stable from year to year.

**Recommendation 121:**

**Use computer-based route scheduling software for all routes.**

After analyzing regular bus runs with BUSTOPS, the district should be able to reduce the number of regular routes.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Transportation develops a budget request to support the expansion of an automated routing and scheduling system for all transportation routing.	August 2000
2.	The director of Transportation expands current software.	September 2000
3.	The director of Transportation provides training for the route	January-

	coordinators.	February 2001
4.	The route coordinators establish routes for summer school using the automated system.	March 2001
5.	The director of Transportation uses BUSTOPS to analyze and possibly reduces regular routes for 2001-02.	April 2001

### **FISCAL IMPACT**

The Transportation Department's BUSTOPS software, which is less than two years old, could be used to include all scheduling with a one-time expansion cost of \$3,000.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Use computer-based route scheduling software for all routes.	(\$3,000)	\$0	\$0	\$0	\$0

# Chapter 10

## TRANSPORTATION

### EQUIPMENT REPLACEMENT PLANS

#### FINDING

SAISD does not have effective equipment replacement plans. The Transportation Department maintains 551 pieces of equipment including school buses, police cars, dump trucks, vans, lawnmowers, construction equipment, specialized tools and equipment, many of which must be programmed for routine replacement.

**Exhibit 10-13** shows SAISD's fleet inventory by age. The typical useful life of school buses is between 10 and 15 years. TEA recommends a 10-year depreciation cycle and most districts in Texas have adopted a 10-to-12 year replacement cycle. With a competent maintenance program, a 15-year replacement policy is feasible.

**Exhibit 10-13**  
**SAISD Fleet Inventory By Age**  
**1980-1999**

Year	Buses With Lift	Buses Without Lift	Total
1980	2	3	5
1981	0	3	3
1982	2	0	2
1983	1	1	2
1984	0	6	6
1985	0	7	7
1986	3	2	5
1987	3	5	8
1988	18	16	34
1990	2	3	5
1991	3	8	11
1992	4	9	13

1993	8	11	19
1994	0	30	30
1996	6	0	6
1997	0	5	5
1998	0	5	5
1999	0	11	11
<b>Total Fleet</b>	<b>52</b>	<b>125</b>	<b>177</b>

*Source: SAISD, Transportation Department, 1999.*

During the past 15 years, SAISD has purchased an average of three special education lift buses and seven regular education buses per year. SAISD, on average, spends \$529,000 replacing buses. The district made significant purchases of buses in the years of 1988, 1993, and 1994 to help meet increased transportation requirements. Not all of these buses were replacements, since some of them, according to the director of Transportation, were used to support new programs in the district. These three years resulted in the combined purchase of 47 percent of the total fleet within six years. Though the district makes periodic purchases of school buses and other transportation equipment, it does not have formal replacement plans—a valuable management tool that can improve inventory, increase efficiency, and reduce costs.

An aging fleet is subject to frequent breakdowns on the road and more expensive repairs, and can jeopardize the safety of students. Recent events in Houston ISD illustrate what can happen when a bus replacement schedule is not used; following the 1998 spring break, high school start times had to be delayed by several hours when too few properly functioning buses were available to run regular routes.

**Recommendation 122:**

**Establish a 15-year bus replacement cycle.**

A 15-year replacement cycle should be implemented that would systematically require the annual replacement of 7 percent of the lift buses for special education programs (four buses in 2000-2001) and 7 percent of the regular buses (eight buses in 2000-2001) each year.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Transportation develops a 15-year bus	July 2000
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	procurement plan that requires the annual replacement of eight regular buses and four special education buses.	
2.	The superintendent presents the replacement plan to the SAISD board recommending adoption of the bus procurement plan.	August 2000
3.	The board adopts the plan.	August 2000
4.	The superintendent establishes a five-year capital budget for bus purchases.	September 2000

### **FISCAL IMPACT**

Regular program buses cost an average of \$52,000 and special education lift buses cost an average of \$55,000. Based on the 15-year replacement program, eight regular program buses should cost \$416,000 and four special program lift buses would cost \$220,000 for a total cost of \$636,000 each year. The district is spending an average \$529,000 annually to replace buses. Therefore, the district should budget an additional \$107,000 annually for bus procurement.

<b>Recommendation</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>	<b>2005-06</b>
Establish a bus replacement cycle.	(\$107,000)	(\$107,000)	(\$107,000)	(\$107,000)	(\$107,000)

### **FINDING**

The SAISD Police Department does not have vehicle replacement plans or procedures. Typically, a replacement policy should be based on the age and mileage of the vehicles.

SAISD found that since purchasing 13 new police vehicles in 1999 (the first purchases since 1995), maintenance costs and lost vehicle time due to maintenance problems have declined. In 1997-98, repair and maintenance costs were \$55,288. As of January 2000, costs were \$33,476.

**Exhibit 10-14** shows the age, mileage and average number of miles of the SAISD Police Department fleet.

**Exhibit 10-14**  
**Age and Mileage of the SAISD Police Department Fleet**  
**1989-1999**

<b>Year Purchased</b>	<b>Number of</b>	<b>Mileage as of</b>	<b>Average Mileage</b>
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	<b>Vehicles Operating*</b>	<b>July 1999</b>	<b>Per Vehicle in Year Group</b>
1999	13	199,380	15,337
1995	6	309,731	51,622
1993	7	653,114	93,302
1992	8	957,117	119,640
1991	6	798,660	133,110
1990	1	131,272	131,272
1989	1	114,876	114,876
<b>Total</b>	<b>42</b>	<b>3,164,150</b>	<b>94,166</b>

Source: SAISD, Police Department, 1999.

\*Two vehicles purchased in 1991 are not operational. They are not included in this chart.

### **Recommendation 123:**

#### **Establish a police vehicle replacement policy.**

A police vehicle replacement policy should reduce maintenance costs and ensure that the Police Department has a fleet that meets its 60,000-mile and unsafe determination standard. Given the age and average mileage shown in **Exhibit 10-14**, a vehicle reaches 60,000 miles by year 5 or 6. A consistent replacement policy should eliminate the need for large, sporadic equipment expenditures, avoiding the 1999 situation in which the SAISD had to purchase 13 vehicles at once. The replacement policy should consider the costs and benefits of phasing in a leased fleet.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Transportation submits a recommendation to the superintendent that the Safety and Security Department establish a vehicle replacement policy and plan.	July 2000
2.	The superintendent and board approve the request of the director of Transportation and direct the director of Safety and Security to establish a vehicle replacement plan/policy.	August 2000
3.	The director of Safety and Security submits the vehicle replacement plan to the superintendent for approval and	September 2000

implementation.	
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**FISCAL IMPACT**

A police vehicle costs about \$21,500; considering the age of the SAISD Police Department fleet, approximately six vehicles should be replaced each year, for an overall cost of \$129,000 annually.

SAISD spent approximately \$121,000 annually over the past six years on new police vehicles. In view of this baseline, a vehicle replacement plan could lead to only limited additional costs for the district.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Establish a police vehicle replacement policy.	(\$7,000)	(\$7,000)	(\$7,000)	(\$7,000)	(\$7,000)

# Chapter 10

## TRANSPORTATION

### DRIVER TRAINING

#### FINDING

SAISD does not have an ongoing bus driver training program. In 1998, the director of Transportation established a trainer/supervisor position to conduct driver training in the classroom and in the field. However, in January 1999, this position was eliminated. At present, the director of Transportation conducts initial training for newly assigned drivers. Periodically, the director of Transportation provides refresher training, but such training is rare. Since drivers are not full-time employees, it is difficult to schedule them for driver training during the normal workday. Therefore, most training is offered on Saturdays.

A majority of drivers interviewed indicated that they had not received any formal bus driver training since being hired. Yet the Texas Administrative Code stipulates that all drivers must complete a minimum of 20 hours of school bus driver safety training. According to the director of Transportation, all SAISD bus drivers completed this required training.

Several drivers reported that they are unsure what to do in response to a student in physical distress on the bus (from an epileptic seizure or other medical condition). Each driver had a different opinion on the proper action to take in such an emergency, but all expressed a general reluctance to do anything for fear of possible lawsuit.

During TSPR's on-site visits, the review team noticed that drivers rarely conduct pre- or post-operations maintenance checks. Most drivers come to the motor pool, start their buses, and leave to run their routes, without making checks to determine if their buses are fully operational (turn signals, emergency lights, safety mechanisms, fuel, oil pressure and other critical pre- and post-operations checks). During the school year, bus drivers and maintenance support personnel reported at least three recorded instances in which school buses ran out of gas while transporting students to and from school. When this happens, the bus must sit and wait for a maintenance crew to arrive and put gas in the vehicle. Pre- and post-operations checks would prevent this from happening.

#### **Recommendation 124:**

**Develop and implement a bus driver training program.**

The training program should include the following:

- safety procedures
- SAISD Transportation Policies and Procedures
- first aid
- driver expectations (What are the standards?)
- professional courtesy on the road
- legal responsibilities (What are drivers' legal responsibilities when transporting students?)
- preventive maintenance (including pre and post-operation checks)
- damage that can occur to vehicles when air conditioners are operated for extended periods while in the motor pool for driver maintenance.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Transportation and senior route supervisor develop a driver training program.	June - July 2000
2.	The director of Transportation implements periods of instruction, lesson plans, and dates/times for classes to begin.	August 2000

### **FISCAL IMPACT**

The fiscal impact associated with this initiative would be minimal. Transportation Department staff could conduct this training. Monthly one-hour classes are recommended, equating to nine one-hour classes for the school year. The cost of driver training should not exceed \$50 per hour or \$450 per year. Drivers that cannot attend classes offered during the workday could be trained after hours or on Saturday. The director of Transportation, however, should exercise discipline in using his contingency fund to pay individuals to attend make-up class after hours or on Saturdays.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Deliver and implement a bus driver training program.	(\$450)	(\$450)	(\$450)	(\$450)	(\$450)

# Chapter 10

## TRANSPORTATION

### EFFECTIVENESS AND EFFICIENCY OF TRANSPORTATION

SAISD uses Fleetmax for Windows software for a number of administrative tasks. Fleetmax was installed in June 1998 and its users have indicated their satisfaction with it.

Fleetmax Vehicle Maintenance Software is used to:

- complete work order processing
- track and schedule preventive maintenance
- track warranties
- complete purchase order controls
- complete mechanic records
- tire management
- customer billing

The Transportation Department also uses trip recorders on all school buses. This system includes a Global Positioning System (GPS) receiver capable of tracking and displaying the route of a bus at street level on a viewing screen map. The information is downloaded as the vehicles refuel. The software includes risk management and operational cost analysis modules. The trip recorder can be used to determine:

- vehicle speed
- miles driven
- door open or closed
- stop arm on bus extended or not
- excessive acceleration and braking
- use of turn signals

In addition, GPS information can be used to pinpoint a single position or configured to track multiple points representing a vehicle's movement on a route. These computer-based systems are helping to improve the department's effectiveness and efficiency. The director of Transportation has initiated a program to train additional members of the department on the system.

The SAISD vehicle-fueling operation is controlled by a Telkey. The system can:

- authorize dispensing of fuel by verifying user, vehicle and mileage
- print monthly statements by department

- notify driver of low product levels
- print reports based on user requirements

**FINDING**

The Transportation Department does not have any ongoing performance indicators. Most districts use such indicators to assess performance in key management areas. Performance indicators allow departments of transportation to track their service quality, make adjustments where required, and allocate scarce funds to the most critical needs.

Performance indicators typically used by school districts are shown in **Exhibit 10-15**.

**Exhibit 10-15  
Performance Indicators**

<b>Overview of Standard Indicators Performance Areas</b>	<b>Performance Indicator</b>
Safety	Accidents per 100,000 miles Incidents per 100,000 miles
Cost Efficiency	Operation cost per mile Annual operation costs per route
Cost Effectiveness	On-time performance Open routes due to unfilled positions Driver absentee rate Average rider trip time in minutes
Maintenance Performance	Miles between road calls Percent of preventive maintenance completed on time Turnover time per bus repair Operational rate for regular buses

*Source: TSPR, 1999.*

**Recommendation 125:**

**Develop performance indicators to measure and monitor the performance of the district's transportation operations.**

**Exhibit 10-16** are recommended performance measures that should be implemented to measure cost effectiveness and cost efficiency in SAISD.

**Exhibit 10-16  
Recommended SAISD Performance Measures**

<b>Performance Indicator</b>	<b>Actual</b>	<b>Target</b>
Safety		
Accidents per 100,000 miles	2.8	1.5
Incidents per 100,000 miles	Not available	2.6
Cost-Efficiency (Regular Program)		
Operation cost per mile	\$3.46	\$3.29
Annual operation costs per bus	\$17,192	\$16,332
Cost-Effectiveness		
Annual costs per rider	\$2.71	\$2.57
Percent state reimbursement Texas Education Agency	53%	56%
Service-Effectiveness - Regular program		
Riders per mile	1.27	2.0
Riders per route	12	24
Service Quality		
On-time performance	Not available	95%
Open routes due to unfilled positions	Not available	0%
Driver absentee rate	Not available	15%
Average rider trip time in minutes	Not available	45 minutes
Maintenance Performance		
Miles between road calls	Not available	9,500
Percent PM's completed on time	Not available	95%
Turnover time per bus repair	Not available	6 hours
Operational rate for regular buses	Not available	95%

*Source: Created by TSPR, 1999.*

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Transportation appoints a team to develop indicators to assess the department's performance.	May 2000
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2.	The director of Transportation establishes a procedure for collecting and monitoring the collection of indicator data and disseminates the procedures, with indicators and targets, to the Transportation Department staff.	September 2000
3.	The director of Transportation monitors the performance data and provides summary reports to the Transportation Department staff.	Ongoing

### **FISCAL IMPACT**

This recommendation could be implemented with existing resources.

### **FINDING**

SAISD does not have all the proper diagnostic tools to monitor new electronic engines. The director of Transportation has purchased some of these tools, but the department's purchases have been limited by budget constraints. The absence of these tools prevents the Maintenance Department from accurately monitoring electronic problems on 30 buses with electronic engines-17 percent of the bus fleet. Maintenance workers stated that buses sometimes are sent to dealerships due to the district's lack of adequate diagnostic tools.

### **Recommendation 126:**

#### **Purchase electronic diagnostic tools.**

The Transportation Department should improve its efficiency and effectiveness by purchasing electronic diagnostic tools. Without proper diagnostic equipment, technicians in SAISD are forced to become "part replacers." The practice of replacing parts until one finds the correct unit or solution is inefficient and expensive.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Transportation purchases the electronic diagnostic tools and any necessary reprogramming cartridges for the various engines used by SAISD.	September 2000
2.	The director of Transportation ensures that the mechanics are trained on the use of the diagnostic tools.	October 2000
3.	The vehicle maintenance administrator supervises	October 2000 and Ongoing



implementation and use of the diagnostic tools.	
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**FISCAL IMPACT**

The cost of an electronic diagnostic tool is approximately \$550. Replacement cartridges, required by each engine manufacturer, cost approximately \$550. SAISD has a requirement for four different replacement cartridges for a total cost of \$2,200 annual (\$550/replacement cartridge x 4). The total one-time investment is \$2,750.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Purchase electronic diagnostic tools.	(\$2,750)	\$0	\$0	\$0	\$0

# Chapter 10

## TRANSPORTATION

### PRIVATIZATION

The preceding sections of this chapter outlined SAISD's successes and shortcomings in transportation. In all, the district is accomplishing its mission to safely transport students. This chapter has assessed how well this is being done and found that with improvements, greater efficiencies and savings could be achieved. **Exhibit 10-17** summarizes the areas in which TSPR found significant shortcomings in SAISD's transportation services.

**Exhibit 10-17**  
**SAISD Shortcomings in the Delivery of Transportation Services**

Area Evaluated	Shortcomings and Deficiencies
Organization and Management	<ul style="list-style-type: none"> <li>• Required maintenance not being performed.</li> <li>• Ineffective organizational structure.</li> <li>• Shortage of authorized personnel.</li> <li>• Ineffective bus routing.</li> <li>• Inadequate maintenance facilities.</li> </ul>
Mechanic and Support Functions	<ul style="list-style-type: none"> <li>• Failure to employ an adequate number of mechanics.</li> <li>• Failure to adequately train mechanics.</li> <li>• Lack of required Automotive Service Excellence (ASE) certification for mechanics.</li> <li>• Excess buses.</li> </ul>
Routing and Scheduling	<ul style="list-style-type: none"> <li>• No written policies or formal procedures for school bus routing and scheduling.</li> <li>• Need to update route-scheduling software.</li> </ul>
Equipment Replacement Plans	<ul style="list-style-type: none"> <li>• No vehicle replacement plans for the Transportation Department or the SAISD Police Department.</li> </ul>
Driver Training	<ul style="list-style-type: none"> <li>• No internal ongoing driver-training program.</li> <li>• Lack of driver safety programs.</li> <li>• Lack of regular driver pre- and post operation</li> </ul>

	checks of vehicles.
Effectiveness and Efficiency of Transportation	<ul style="list-style-type: none"> <li>• No ongoing performance indicators.</li> <li>• Lack of proper diagnostic tools to troubleshoot new electronic engines.</li> </ul>

*Source: Created by TSPR, 1999.*

## **FINDING**

The SAISD Transportation Department budget for 1998-99 was \$6.2 million, of which \$3.8 million was spent for student transportation. The other \$2.4 million provided maintenance and other services for 375 non-student vehicles and equipment. The cost to SAISD to transport 5,615 students on a \$3.8 million dollar budget is approximately \$676.75 (\$3.8 million divided by 5,615 students) per student annually.

When SAISD's transportation operating statistics and costs for the 1997-98 school year were compared with those of peer and density groups for five Texas school districts, SAISD was slightly higher in cost per mile, but lower in cost per rider than three peers and one density group comparable. For special education, SAISD was the highest on cost per mile than all peer districts, and lower on cost per rider than one peer district (Austin) and almost the same as one other (El Paso) which was only \$.07 less.

For the 1998-99 school year, when compared to peers, SAISD spent \$2.49 for regular education cost per mile, which is in the middle of its density group of Corpus Christi ISD and Ysleta ISD who spend \$2.15 and \$2.61 respectively. For special education, SAISD spends more than both its density group comparable and all other districts in both categories of costs per mile and costs per rider.

The high costs of transportation in SAISD should be considered as the district explores outsourcing options.

VIA transported 2,028 students at a total contract cost of \$1,221,089, or \$602.11 per student (\$1,221,089 million divided by 2,028 students) for the 1998-99 school year. It is \$74.64 cheaper to transport a student using VIA transportation services than SAISD, since VIA does not transport any of the district's 1,533 special education students.

The operations officer at VIA indicated the company would continue renewing the SAISD contract as long as it is required as a public service. However, the officer also mentioned that VIA buses allocated for SAISD

student transportation probably could be used more profitably on commercial routes. If it proves mutually agreeable, VIA may prefer to terminate the SAISD contract.

Private transportation contractors provide maintenance and bus transportation services to many school districts in the United States and Canada. Fleet age, number of buses, bus replacement policy, adequacy of maintenance facilities, certification of mechanics, personnel turnover rates, number of routes, and bell schedule are but a few of the important factors used in assessing the privatization of services.

**Recommendation 127:**

**Conduct a privatization feasibility study for the outsourcing of school transportation services.**

The feasibility study should include an analysis to determine whether continuing the VIA contract or any other contract is in the district's best interests.

Potential contractors indicate a willingness to conduct a feasibility assessment of SAISD's transportation services at no cost to the district. SAISD would have to ask potential vendors to provide the district with comprehensive and accurate data. Should the board determine that SAISD is a viable candidate for privatization, it should ask for requests for proposals.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Transportation prepares letters requesting privatization feasibility studies from contractors including VIA.	June 2000
2.	The director of Transportation provides any information requested by each contractor. Feasibility studies are completed and submitted to the board.	September 2000
3.	The superintendent and board make a privatization decision, including a decision as to whether to continue or terminate the VIA contract.	December 2000

**FISCAL IMPACT**

No fiscal impact would be associated with this recommendation. Vendors seeking SAISD's business could perform "no-cost" feasibility studies and inform SAISD of all proposed costs associated with privatizing the entire transportation operation.

## **FINDING**

The Transportation Department maintains 42 vehicles belonging to the district's Police Department. This responsibility detracts from the department's primary mission of providing student transportation. The police vehicles are relatively new (41 of the 42 vehicles have been purchased since 1990).

In many instances, Transportation has found that it could not repair a police vehicle due to its lack of diagnostic tools or technical knowledge. The department then must either outsource the repair work to a commercial dealer or purchase a major end item that may not have been required. The director of Transportation indicated that most of the time, the police vehicles are sent to a dealership for warranty work and that the amount of work outsourced is relatively small.

### **Recommendation 128:**

#### **Outsource the maintenance of district police vehicles.**

The outsourcing of maintenance for the 42 police vehicles should ensure that they are serviced more efficiently.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Transportation submits a recommendation to the superintendent to outsource the maintenance of the district's 42 police vehicles and remove them from the Transportation inventory.	May 2000
2.	The superintendent and board approve the request of the director of Transportation.	October 2000
3.	The director of Purchasing prepares the bid process.	July 2000
4.	The director of Transportation selects a maintenance vendor and removes the vehicles from the Transportation Department's responsibility.	October 2000

## **FISCAL IMPACT**

The national average per vehicle for maintenance outsourcing is approximately \$1,106. TSPR checked with potential outsourcing candidates in the San Antonio area and found the average cost for this service to range from \$650 to \$900 per vehicle. This estimate assumes the cost of outsourcing police vehicle maintenance to be \$800-a mid-range figure-or \$33,600 yearly for 42 police vehicles. The districts annual

maintenance costs for police vehicles are \$55,000. Thus, this recommendation should result in an annual savings of \$21,400.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Outsource the maintenance of the police vehicles	\$21,400	\$21,400	\$21,400	\$21,400	\$21,400

# Chapter 11

## FOOD SERVICE

This chapter reviews the San Antonio Independent School District (SAISD's) food service operation in four sections:

- A. Cost Reporting and Control
- B. Student Meal Participation
- C. Organization and Management
- D. Facilities and Equipment

An adequate breakfast and lunch are vital to any child's ability to learn. In response to this need, the federal government has established breakfast and lunch programs in the nation's schools to ensure that children receive proper nutrition so they can succeed.

### **BACKGROUND**

Federal school meal programs were initiated when the National School Lunch Program was authorized by the Child Nutrition Act of 1946 to "safeguard the health and well-being of the nation's children." This program, administered by the U.S. Department of Agriculture (USDA), is open to all public and nonprofit private schools and all residential child care institutions. Lunch is available to all children in participating schools; meals must meet specific nutritional requirements to qualify for federal funds.

The National School Breakfast Program was authorized by the Child Nutrition Act of 1966 as a pilot program to provide funding to poorly funded schools and those with students who must travel long distances to reach school and therefore may not have a chance to eat breakfast. Congress made the program permanent in 1975 to make breakfast "available in all schools where it is needed to provide adequate nutrition for children in attendance." The program was further expanded in 1989 by requiring the Secretary of Agriculture to provide funds to states to support the costs of starting school breakfast programs in low-income areas. USDA also administers the National School Breakfast Program.

Under the basic school breakfast and lunch programs, household income determines whether children must pay for their meals or receive a reduced-price or free meal. Annual household income must be below 185 percent of the federal poverty level (which amounts to a household income of \$30,895 for a family of four) for children to receive a reduced-price meal; annual household income must fall below 130 percent of the federal

poverty level (\$21,710 for a family of four) for children to receive a free meal.

SAISD's Food Service Program has operated under the National School Lunch Program's "Special Assistance Provision Two" since 1996-97. This provision reduces the paperwork burden normally required of schools and simplifies meal counting and serving meals to all students at no charge for a period of four years. Provision Two is usually used by districts in which more than 80 percent of the student body qualifies for free and reduced-price meals. When it applied for Provision Two status, 87 percent of SAISD's students qualified for free and reduced-price meals.

During the first year of Provision Two, a district must determine the eligibility of all students for free or reduced-price meals and take meal counts by type. During the next three years of the program, the district does not have to make any further eligibility determinations and counts only the total number of reimbursable meals served each day. The district is reimbursed by the federal government through the Texas Education Agency (TEA) based on the percentages of free, reduced-price, and paid meals it served during the corresponding month of the base year.

At the end of the four-year period, TEA may approve a four-year extension of Provision Two status if the district's population income level has remained stable. Districts participating in Provision Two must pay the difference between the federal reimbursement and the cost of providing all meals at no charge. Money to pay for the difference must come from other sources, such as a la carte food sales and sales of meals to adults.

In August 1999, SAISD received reauthorization from TEA to operate under Provision Two for an additional four years.

As part of its review, TSPR conducted a survey of principals, teachers, and parents that found that SAISD principals, teachers, and parents are generally satisfied with the district's Food Service Department. (**Exhibit 11-1**).

**Exhibit 11-1**  
**Summary of Responses to TSPR Survey of SAISD Principals,  
 Teachers, and Parents  
 Regarding Food Service**

	<b>Principals</b>	<b>Teachers</b>	<b>Parents</b>
<b>Statement</b>	<b>Percent of Total Responses</b>	<b>Percent of Total Responses</b>	<b>Percent of Total Responses</b>



The cafeteria's food looks and tastes good.	64%	51%	65%
Students have to wait no longer than 10 minutes in food lines to be served breakfast or lunch.	79%	65%	53%
Discipline and order are maintained in the school cafeteria.	95%	74%	78%
Cafeteria staff is helpful and friendly.	85%	85%	70%
Cafeteria facilities are sanitary and neat.	93%	84%	76%

*Source: Survey Results compiled by TSPR, 1999.*

# Chapter 11

## FOOD SERVICE

### COST REPORTING AND CONTROL

The cost reporting and control mechanism the Food Service Department uses has improved dramatically since 1996-97, when the lack of an adequate system played a major role in the department's deficit. The relationship and communications between Food Service and the Finance Department has improved as well, and Food Service now is receiving more thorough financial information to help it better manage its financial situation. However, cost reporting and control still are significantly hampered by the fact that the department has no automated system in place to track, report, and help control costs.

The department set a goal of 12 to 14 meals per labor hour for each cafeteria in 1997-98 to help address the 1996-97 deficit by controlling labor costs. The department set this goal based on TEA training its management personnel received on controlling labor costs. **Exhibit 11-2** summarizes the meals per labor hour in SAISD cafeterias for 1998-99. As the exhibit shows, high schools average a meals per labor hour (MPLH) ratio of 16.02 for 1998-99, while middle schools averaged 15.70 MPLH and elementary schools averaged 14.90 MPLH, all above the departmental goal. Overall, the department maintained an average 15.27 MPLH ratio for all schools in 1998-99.

**Exhibit 11-2**  
**Meals Per Labor Hour for SAISD Schools for 1998-99**

<b>1998-99</b>	<b>High</b>	<b>Middle</b>	<b>Elementary</b>	<b>Total</b>
September	17.11	16.95	15.21	16.06
October	17.00	16.08	14.80	15.26
November	17.00	16.38	15.17	15.76
December	16.32	15.58	14.78	15.23
January	16.00	15.29	14.62	15.02
February	15.42	15.64	14.70	15.03
March	15.30	15.57	15.17	15.27
April	15.31	15.07	14.79	14.95
May	14.72	14.77	14.90	14.84

<b>Annual</b>	<b>16.02</b>	<b>15.70</b>	<b>14.90</b>	<b>15.27</b>
<b>Goal</b>	<b>12 - 14 MPLH</b>			

*Source: SAISD, Food Service Department, 1999.*

As part of its efforts to erase the 1996-97 deficit, the department also set a goal for total meal costs. This goal has moved slightly upward over the past three years in response to increased costs. **Exhibit 11-3** shows meal costs for SAISD's high schools, middle schools, and elementary schools in 1998-99 compared to the meal cost goal set by Food Service. As the exhibit shows, the district's high schools succeeded in meeting the meal cost goal for 1998-99 (at an average \$1.73 per meal compared to a goal of \$1.80 per meal), but middle schools (\$1.91 per meal) and elementary schools (\$1.97 per meal) exceeded the goal substantially.

**Exhibit 11-3**  
**Meal Costs in SAISD for 1998-99**

<b>Month</b>	<b>High</b>	<b>Middle</b>	<b>Elementary</b>	<b>Overall</b>	<b>Cost Goal</b>	<b>Variance from Goal</b>
September	\$1.27	\$1.32	\$1.38	\$1.32	\$1.75	-\$0.43
October	\$2.09	\$2.33	\$2.49	\$2.30	\$1.45	\$0.85
November	\$1.72	\$1.80	\$1.83	\$1.78	\$1.45	\$0.33
December	\$1.80	\$1.91	\$1.97	\$1.89	\$1.80	\$0.09
January	\$1.75	\$1.88	\$1.88	\$1.83	\$1.80	\$0.03
February	\$1.76	\$1.83	\$1.86	\$1.82	\$1.80	\$0.02
March	\$1.63	\$1.87	\$1.85	\$1.78	\$1.80	-\$0.02
April	\$1.90	\$1.92	\$1.87	\$1.90	\$1.80	\$0.10
May	\$1.63	\$2.35	\$2.61	\$2.20	\$1.80	\$0.40
<b>Average</b>	<b>\$1.73</b>	<b>\$1.91</b>	<b>\$1.97</b>	<b>\$1.87</b>	<b>\$1.80</b>	<b>\$0.07</b>

*Source: SAISD, Food Service Department, 1999.*

**FINDING**

After losing \$1.1 million in the 1996-97 school year, Food Service's financial situation rebounded in 1997-98 and 1998-99, despite the need to deal with the deficit and make the transition to Provision Two. **Exhibit**

11-4 summarizes department revenues and expenditures for 1996 through 1999.

**Exhibit 11-4**  
**Food Service Revenue and Expenditures**  
**1996-97 through 1998-99**

				<b>Percent Change</b>
<b>Item</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1996-99</b>
<b>Local Revenues</b>	\$2,297,714	\$2,397,516	\$2,170,584	-5.5%
State Revenues	\$318,361	\$309,559	\$290,000	-8.9%
Federal Revenues	\$19,776,595	\$21,547,420	\$21,514,311	8.8%
<b>Total Revenues</b>	<b>\$22,392,670</b>	<b>\$24,254,495</b>	<b>\$23,974,895</b>	<b>7.1%</b>
Payroll Costs	\$12,472,586	\$11,870,383	\$12,308,936	-1.3%
Purchased & Contracted Services	\$192,514	\$334,574	\$250,892	30.3%
Supplies & Materials	\$9,879,429	\$10,276,328	\$9,626,446	-2.6%
Other Operating Expenses	\$156,329	\$292,926	\$525,768	236.3%
Capital Outlay (Land, Buildings, Equipment)	\$203,243	\$765,458	\$297,396	46.3%
General Administrative Expenses	\$400	\$3,000	\$3,000	650.0%
Plant Maintenance & Operations	\$597,223	\$435,156	\$423,904	-29.0%
<b>Total Expenditures</b>	<b>\$23,501,724</b>	<b>\$23,977,825</b>	<b>\$23,436,342</b>	<b>-0.3%</b>
<b>Excess (Deficiency) Revenue Over Expenditures</b>	<b>(\$1,109,054)</b>	<b>\$276,670</b>	<b>\$538,553</b>	
<b>Total Fund Balance</b>	<b>\$3,124,111</b>	<b>\$3,400,780</b>	<b>\$3,377,804</b>	
<b>Reserve for Investment in Inventory</b>	<b>\$1,327,814</b>	<b>\$1,581,666</b>	<b>\$1,547,901</b>	
<b>Reserve for Outstanding Encumbrances</b>	<b>\$15,767</b>	<b>-0-</b>	<b>\$60,462</b>	
<b>Available Fund Balance For Food Service</b>	<b>\$1,780,530</b>	<b>\$1,819,114</b>	<b>\$1,769,441</b>	

*Source: SAISD Finance Department, 1999.*

The 1996-97 budget deficit occurred due to several factors, including:

- a shortage of more than \$1 million in anticipated revenues for the school year;
- inadequate financial information for department management; and
- higher-than-anticipated expenditures due in part to salary increases that were not part of the department's original budget.

Despite these challenges, the director and staff were able to turn the situation around by setting several important financial goals for 1997-98. **(Exhibit 11-5).**

**Exhibit 11-5**  
**1997-98 Goals Set and Steps Taken by Food Service**  
**to Improve Efficiency and Effectiveness**

- Improving the frequency, timeliness, and detail of the department's financial information and providing it to department and cafeteria managers and school principals so that all parties can monitor the financial status of the program. To accomplish this goal, the director and her management staff:
  1. established monthly meetings with the assistant superintendent for Operations and the director of Finance to review the financial report;
  2. conducted remedial classes for cafeteria managers on record-keeping;
  3. conducted meetings with individual cafeteria managers as necessary to determine actions to fix problems; and
  4. had cafeteria managers and their supervisors meet individually with each school's principal to discuss the financial report.
- Increase program revenue by increasing breakfast participation to a minimum of 50 percent of all students attending school daily, and set goals for each school to achieve that goal. To accomplish this, the department:
  1. initiated monthly breakfast promotions to encourage students to eat breakfast and win small prizes by participating;
  2. directed supervisors to visit with all principals at the schools they oversee to stress the importance of breakfast to the success of student learning and performance;
  3. scheduled presentations to the Parent-Teacher Association (PTA) at each school stressing the importance of breakfast, and obtaining parents' help in ensuring their children arrive

- at school in time to eat breakfast;
- 4. directed supervisors to monitor financial reports at each of the schools assigned to them to determine if they schools meet their breakfast participation goal; and
- 5. worked with individual school principals to try a variety of methods to increase the convenience of breakfast, including "grab and go" breakfast lines and breakfast-in-the-classroom pilots.
- Reduce or control expenditures to prevent future program deficits. To accomplish this goal, the department:
  1. established an acceptable standard for overall food costs at 91 cents per meal (purchased food costs at no more than 76 cents, commodity food costs at no more than 15 cents);
  2. established an acceptable standard of minimum 12 to 14 meals per labor hour for each cafeteria, and required prior approval of the supervisor overseeing that cafeteria;
  3. established a benchmark of 35 cents per meal to identify schools that require monitoring on their spending for items such as paper goods, soap, and equipment repair; and
  4. required cafeteria managers to report equipment repairs that are not completed within five days to the assistant director for follow-up with Plant Services. This requirement was intended to help reduce equipment down-time and therefore contain expenses.

*Source: SAISD, Food Service Department, 1999.*

Food Service has met with varying degrees of success in meeting these goals. However, the increased diligence the department has used in managing its budget has helped improve its financial status.

## **COMMENDATION**

**The Food Service Department improved its financial situation by setting goals and strategies to increase revenues and control expenditures.**

## **FINDING**

Food Service receives a monthly financial and statistical report prepared by the Finance Department from information provided by each cafeteria. This requires manual data gathering and reporting because Food Service lacks an automated point-of-sale system.

The monthly report includes:

- an income statement for the month summarizing total revenue and expenditures and the relationship between them (that is, whether revenues exceed expenditures or expenditures exceed revenues for the month);
- profit-and-loss statements for each school, with totals for each type of school and for the district as a whole. These statements include amounts spent on commodities, food, paper, chemicals, plates and utensils, labor, and overhead, as well as income brought in and the overall profit or loss;
- food preparation cost analyses;
- a summary of MPLH for each school (the number of meals served per each hour of cafeteria labor);
- a revenue analysis including reimbursements for free and reduced-price breakfasts and lunches, as well as total cash sales, total commodity revenue, and total income for each cafeteria;
- an analysis of meal participation rates; and
- an analysis of budgeted versus actual revenues and expenditures for all cafeterias for the month.

This information is very useful to Food Service in monitoring its financial situation. However, the present information-gathering process is time-consuming and the information is not provided to Food Service until two months after the month in question, a delay that makes timely monitoring and problem-solving difficult.

A lack of accurate, timely information was a major contributing factor in the \$1.1 million deficit of 1996-97. In fact, the TEA audit conducted in 1996 and 1997 cited inadequacies in the district's system for counting and recording meals claimed for reimbursement as a problem needing immediate correction. TEA said that "an accurate on-line count must be taken at the point of service on all serving lines where reimbursement is claimed," which suggests that an automated point-of-sale system would be the best way to achieve an accurate count.

SAISD's Food Service Department has been considering obtaining a point-of-sale system but has moved cautiously because of the past reluctance of district administrators to invest in such a system.

A variety of systems designed to assist school food service operations have been approved by USDA for use in school food service operations. They include the School Nutrition Accountability Program, Bon Appetit, PCS Revenue Control Systems, Café Terminal, Computer Assisted Food Service, and Nutrikids. The department has developed a limited proposal that calls for a consultant to help select a system to meet its needs, and begin limited implementation in the high schools. Food Service estimates that installing the system in its high schools alone would total \$500,000;

the costs of extending the system to elementary and middle schools could be as high as \$3 million. Making a system operational in elementary and middle schools includes not only the system itself but also computer cabling and electrical work that would be needed to allow for system operation. Food Service points out that these are only estimates and the consultant they may want to hire may be able to help them find ways to reduce the costs, particularly on the larger job of expanding the system to the elementary and middle schools.

**Recommendation 129:**

**Solicit bids from various vendors to determine the best value for an automated point-of-sale system.**

A point-of-sale system should track and report cafeteria performance and transmit that information from cafeterias to the central Food Service office in a timely manner. A good system should not only include a point-of-sale component for daily entry of meals served, but also should include menu management, inventory planning and control, meal costing and accounting, purchasing and receiving, and nutritional analysis. The system should help the department improve its productivity and its ability to manage its operations by providing accurate, timely information that helps in decision-making.

Food Service should solicit bids from vendors to identify an appropriate system. If the department believes it cannot analyze the bids on its own, the district should consider seeking a consultant to analyze various offers. Also, Food Service should seek bids that propose a phase-in of the point-of-sale program to spread the costs of the system over a longer period.

If the department does not feel qualified to make the determination from the bids proposed, it should seek to hire a consultant for this purpose. If a consultant is hired, provisions in the contract should require the consultant to propose methods for offsetting the costs of the point-of-sale system.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director and assistant director of Food Service and the assistant superintendent for Operations seek bids for a point-of-sale program.	September 2000
2.	The director and assistant director of Food Service review bids from vendors.	November 2000
3.	The director and assistant director of Food Service and the superintendent prepare a proposal to present to the board on the automated point-of-sale system.	February 2001



4.	If the district decides that it needs to hire a consultant to assist its efforts in evaluating the bids or seeking the best value and plan to implement and phase in a point-of-sale system, it should seek board approval to hire a consultant.	Beginning March 2001
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**FISCAL IMPACT**

The cost of determining an appropriate point-of-sale system in SAISD would depend upon whether the district solicited bids on its own or whether it hired a consultant to analyze the district's choices. If the district hired a consultant, the fiscal impact should be no more than a one-time cost of \$50,000.

The cost of installing a point-of-sale system would depend on the proposals received, the phase-in terms and any offsetting savings identified. Thus the fiscal impact cannot be estimated. However, the district should use its existing fund balance to help pay for a point-of-sale system.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Solicit bids from various vendors to determine the best value for an automated point-of-sale system.	(\$50,000)	\$0	\$0	\$0	\$0

# Chapter 11

## FOOD SERVICE

### **STUDENT MEAL PARTICIPATION**

As noted above, SAISD applied for and received authorization from TEA to operate under Provision Two in 1996-97. To begin the process in the first year, the district was required to take the following steps:

- make a public announcement to the parents of SAISD students that all meals are to be provided free to children regardless of economic status, and provide the eligibility criteria for free and reduced-price meals to them as well;
- distribute applications and make determinations for free and reduced-price eligibility using the standard procedures;
- serve meals free to all students for the year;
- take and claim meal counts for reimbursement based on the eligibility category of the child receiving the meal;
- calculate the percentage of total meals monthly for each category; and
- use non-federal funds to pay the differential if the reimbursement amounts received prove insufficient to cover the total program costs.

In the second and third years of Provision Two, the district did not have to distribute applications or make eligibility determinations as it did in the first year. Food Service only counted the total number of meals served and applied the monthly percentages developed during the first year to determine the counts by eligibility type for the program's reimbursement claim to TEA. Throughout this period, the department used non-federal funds to pay program costs not covered by the reimbursement. The department also was required to keep the first year's monthly meal counts and percentages by school that were used in claiming reimbursement in the second and third years.

Now that SAISD has received authorization to continue Provision Two for 1999-2000 through 2002-03, the district can continue to apply for reimbursement using the free, reduced-price, and paid percentages from the appropriate month of the base year of 1996-97.

Though the percentages of free, reduced-price, and paid categories are set for the purpose of establishing reimbursement ratios, the district still has an incentive to increase the number of participants in its breakfast and lunch programs and thus the overall amount of reimbursement it brings in

each month. Therefore, the Food Service Department still strives to increase meal participation, particularly in breakfast participation.

**Exhibit 11-6** details meal participation in SAISD schools for September 1998 through May 1999.

**Exhibit 11-6**  
**Meal Participation in SAISD Schools**  
**September 1998-May 1999**

	<b>School Type</b>	<b>ADA</b>	<b>Lunch Participation</b>	<b>Lunch Percent</b>	<b>Breakfast Participation</b>	<b>Breakfast Percent</b>
<b>September</b>	High Schools	13,263	9,874	74.4%	3,261	24.6%
	Middle Schools	12,755	11,250	88.2%	3,929	30.8%
	Elementary Schools	28,995	29,101	100.4%	15,243	52.6%
	<b>Total</b>	<b>55,013</b>	<b>50,225</b>	<b>91.3%</b>	<b>22,433</b>	<b>40.8%</b>
<b>October</b>	High Schools	13,263	9,842	74.2%	4,191	31.6%
	Middle Schools	12,755	10,783	84.5%	3,713	29.1%
	Elementary Schools	28,995	28,655	98.8%	14,666	50.6%
	<b>Total</b>	<b>55,013</b>	<b>49,280</b>	<b>89.6%</b>	<b>22,570</b>	<b>41.0%</b>
<b>November</b>	High Schools	13,263	9,682	73.00%	3,817	28.78%
	Middle Schools	12,755	10,823	84.85%	3,951	30.98%
	Elementary Schools	28,995	29,052	100.20%	15,067	51.96%
	<b>Total</b>	<b>55,013</b>	<b>49,557</b>	<b>90.08%</b>	<b>22,835</b>	<b>41.51%</b>
<b>December</b>	High Schools	13,263	9,336	70.39%	3,772	28.44%
	Middle Schools	12,755	10,265	80.48%	3,905	30.62%
	Elementary	28,995	28,936	99.80%	14,563	50.23%

	Schools					
	<b>Total</b>	<b>55,013</b>	<b>48,537</b>	<b>88.23%</b>	<b>22,240</b>	<b>40.43%</b>
<b>January</b>	High Schools	13,014	9,082	69.79%	3,567	27.41%
	Middle Schools	12,594	10,105	80.24%	3,597	28.56%
	Elementary Schools	25,609	28,458	111.12%	14,095	55.04%
	<b>Total</b>	<b>51,217</b>	<b>47,645</b>	<b>93.03%</b>	<b>21,259</b>	<b>41.51%</b>
<b>February</b>	High Schools	13,014	8,616	66.21%	3,540	27.20%
	Middle Schools	12,594	10,076	80.01%	3,825	30.37%
	Elementary Schools	28,727	28,391	98.83%	14,046	48.89%
	<b>Total</b>	<b>54,335</b>	<b>47,083</b>	<b>86.65%</b>	<b>21,411</b>	<b>39.41%</b>
<b>March</b>	High Schools	13,014	8,850	68.00%	4,202	32.29%
	Middle Schools	12,594	9,969	79.16%	3,792	30.11%
	Elementary Schools	28,727	28,967	100.84%	14,798	51.51%
	<b>Total</b>	<b>54,335</b>	<b>47,786</b>	<b>87.95%</b>	<b>22,792</b>	<b>41.95%</b>
<b>April</b>	High Schools	13,015	8,497	65.29%	3,457	26.56%
	Middle Schools	12,594	9,728	77.24%	3,828	30.40%
	Elementary Schools	28,727	28,753	100.09%	14,376	50.04%
	<b>Total</b>	<b>54,336</b>	<b>46,978</b>	<b>86.46%</b>	<b>21,661</b>	<b>39.86%</b>
<b>May</b>	High Schools	12,983	8,431	64.94%	3,276	25.23%
	Middle Schools	12,880	9,798	76.07%	3,362	26.10%
	Elementary	29,474	29,420	99.82%	14,418	48.92%

	Schools					
	<b>Total</b>	<b>55,337</b>	<b>47,649</b>	<b>86.11%</b>	<b>21,056</b>	<b>38.05%</b>
<b>September-</b>	High Schools	118,092	82,210	69.62%	33,083	28.01%
<b>May</b>	Middle Schools	114,276	92,797	81.20%	33,902	29.67%
	Elementary Schools	257,244	259,733	100.97%	131,272	51.03%
	<b>Total</b>	<b>489,612</b>	<b>434,740</b>	<b>88.79%</b>	<b>198,257</b>	<b>40.49%</b>

Source: SAISD, Food Service Department, 1999.

One discrepancy on **Exhibit 11-6** should be noted. The lunch participation rate for elementary schools exceeds 100 percent for the entire school year as well as for several individual months. The financial monitoring reports on which this exhibit is based explain that the average daily attendance (ADA) figures are the latest available and are not necessarily complete, and this explains why some schools show a greater than 100 percent participation. This problem has since been corrected for Food Service; now the department relies on ADA figures available in the "Facts and Figures" section of the district's Web site, which provides up-to-date, accurate ADA figures that can be used to calculate meal participation.

Food Service uses promotions to increase interest in meal participation. **Exhibit 11-7** summarizes promotions used in 1998-99.

**Exhibit 11-7**  
**SAISD Breakfast and Lunch Promotions**  
**1998-99**

Type of School	Promotion	Month
Elementary and Secondary	Coupons for a la carte items	September
Elementary and Secondary	National School Lunch Week	October 11-15
Secondary	Milk promotion (celebrity posters)	October 28-29
Elementary and Secondary	Halloween (funnel cakes, lunch treats, pumpkins)	October 29
Elementary and Secondary	National Bread Day	November 12

Elementary and Secondary	"Can't Bear to Skip Breakfast"	November 18 and 19
Elementary and Secondary	Gingerbread Houses	December
Elementary and Secondary	Christmas stockings and bear giveaway	December
Secondary	"Energize with Breakfast" (sports bottle giveaway)	March
Elementary	Jump ropes	March
Elementary	"Breakfast at the Beach"	May

*Source: SAISD Food Service, 1999.*

## **FINDING**

**Exhibit 11-8** shows that participation rates are high for the lunch program at all schools and the breakfast program at elementary schools, but low for breakfast at the middle and high schools.

From September 1998 through May 1999, about 89 percent of students attending SAISD schools ate lunch daily. Even high schools, which tend to have lower lunch participation than elementary and middle schools, have high lunch participation rates in SAISD (69.62 percent in 1998-99).

On the other hand, breakfast participation rates among middle and high schools are low. While about 51 percent of elementary students ate breakfast between September 1998 and May 1999, only about 30 percent of middle school students and 28 percent of high school students did so. Overall, about 40 percent of all SAISD students ate breakfast at school between September 1998 and May 1999.

The department has worked to increase breakfast participation through a variety of methods outlined in its strategies to eliminate the deficit of 1996-97: "grab-and-go" breakfast bags; breakfast lines in places other than the cafeteria, such as commons areas or hallways where students enter school buildings; and breakfast in the classroom. The results of these programs have been mixed. Some strategies, such as placing breakfast lines in hallways near entryways, have increased breakfast participation. At Tafolla Middle School, for example, such breakfast lines allow students to get "grab-and-go" breakfast bags as they enter the building and have increased breakfast participation by 300 meals per day. Other strategies have not increased breakfast participation significantly or have run into

considerable opposition from teachers or principals because of food messes and disruption.

It is understandable that teachers and principals would object to breakfast programs if they result in messy classrooms or interfere with students' education; their concerns must be addressed if breakfast programs are to be widely accepted in SAISD.

**Recommendation 130:**

**Develop and implement strategies to increase breakfast participation in all middle and high schools.**

Food Service should involve principals and teachers in devising ways to avoid the mess and disruptions that sometimes occurred in the past when Food Service implemented programs to increase breakfast participation. The assistant superintendent for Operations should be involved in discussions regarding ways to increase breakfast participation at middle and high schools without disrupting educational activities or creating a mess. Food Service also should involve students in the effort to find out what types of food would appeal to them.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Food Service assembles a working group of principals and teachers from middle and high schools as well as the assistant superintendent for Operations to develop strategies to increase breakfast participation.	July 2000
2.	The working group meets to develop strategies to increase breakfast participation.	August - September 2000
3.	The director of Food Service has cafeteria managers develop and administer surveys to middle and high school students to determine what types of foods might attract them to eat breakfast at school.	August 2000
4.	The working group finalizes its strategies to increase breakfast participation in middle and high schools.	October 2000
5.	The working group presents its strategies to the superintendent.	October 2000
6.	The superintendent presents the working group's strategies to the board for approval.	November 2000
7.	Middle and high schools begin to implement the strategies.	January 2001

## FISCAL IMPACT

The Food Service Department should be able to raise its revenues by about 1 percent by increasing breakfast participation. Assuming a 1 percent increase in 1998-99 federal revenues of \$23,974,895, this would result in an increase of about \$239,750 annually. Since food costs represent 37 percent of total meal costs, the cost of providing these extra meals would be \$88,710 and the net revenue increase would be \$151,040.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Develop and implement strategies to increase breakfast participation in all middle and high schools.	\$151,040	\$151,040	\$151,040	\$151,040	\$151,040

## FINDING

Food Service has to contend with competitive food sales in some cafeterias. For example:

- Food service staff members and TSPR members observed soda and snack vending machines operating in the cafeteria at Brackenridge High School during the two lunch periods.
- Some cafeterias, such as Ogden Elementary, sell ice cream inside the lunchroom at lunchtime, which often reduces the number of students eating nutritious meals. In the specific instance of Ogden Elementary, the executive director of Food Service has communicated with the school's principal on several occasions to ask that this activity cease and has sent the principal information on federal rules and regulations governing competitive food sales. Despite these pleas, the principal has refused to stop the sales of ice cream during lunch periods.
- Cafeteria managers at various schools have reported candy sales, vending machine sales, PTA sales of barbecue plates, and other competitive food sales in cafeterias during lunch hours.
- According to a 1998 vending machine survey conducted by the Food Service Department, six of the district's eight high schools have vending machines in their cafeterias; in four of those, the machines operate 24 hours a day while machines in a fifth operate from 7:00 a.m. to 1:00 p.m. Only one of the high school cafeterias turns the machines off during meals.
- Fox Tech High's cafeteria was cited by TEA during a 1997 audit for competitive food sales and vending machines operating at



during meal times; in a follow-up visit, TEA found that competitive food sales had ceased.

Schools that allow competitive food sales and vending machines that operate during meals sometimes do so with the agreement of the principal. These competitive sales often are the school's only source of activity funds. Therefore it can be difficult to dissuade principals to stop such activities.

Yet schools that operate vending machines in the cafeteria, particularly during meal times, are in violation of regulations governing the federal Child Nutrition Program. Other competitive food sales in cafeterias during meal times also violate federal regulations. Such violations can result in penalties including fines and the loss of federal revenue.

Therefore, it is important not only to enforce federal rules, but also to find ways to accommodate school fundraising activities in ways that do not compromise the provision of healthy, nutritious meals to students.

The rules prohibiting the operation of vending machines during meal times also should be strictly enforced. If students can purchase snack and soda items out of vending machines during meal times, they are much less likely to eat a nutritious meal in the cafeteria. This not only deprives the district of valuable revenue, but more importantly deprives students of the nutrition they need to succeed.

**Recommendation 131:**

**Enforce federal regulations prohibiting competitive food sales during meal times.**

While it is important for school principals and student organizations to have fundraising options available to them, students should eat nutritional meals at school without having to contend with the lure of other food.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The executive director of Food Service works with the assistant superintendent for Operations to develop and distribute a detailed memorandum to school principals outlining the prohibition against competitive food sales in cafeterias and the operation of snack and soda vending machines during meal times.	July 2000
2.	The executive director of Food Service and the assistant superintendent for Operations work with school principals to	July- August 2000

	develop strategies for conducting other food sales or operating vending machines at times other than regular meal service.	
3.	The executive director of Food Service implements new strategies for school fundraising and federal rules regarding competitive food sales at meal times are enforced.	Beginning September 2000
4.	The executive director of Food Service periodically checks with cafeteria managers to determine if schools are complying with federal regulations and reports any violations to the assistant superintendent for Operations.	Ongoing

### **FISCAL IMPACT**

This recommendation could be implemented with existing resources.

### **FINDING**

Though the TSPR review team found the overall food quality to be good at the ten cafeterias it visited during breakfast and lunch, the department has received occasional complaints from students and their parents when cafeterias run out of food items during lunch periods. A few examples follow:

- At W. W. White Elementary, parents and the principal complained in August 1998 that the cafeteria ran out of a popular main offering during lunch on several occasions (ham and cheese sandwiches on August 14, chicken nuggets on August 18 and 19). On August 19, fifth-grade students had to wait in the dining room for lunch while hamburger patties were prepared to compensate for the shortage of chicken nuggets. On that date, the cafeteria was 96 servings short of chicken nuggets.
- At Wheatley Middle School, teachers and students complained in December 1998 that the cafeteria had run out of hot dogs; this was the fourth time that year that the cafeteria had run out of a food choice.
- At Rodriguez Elementary, parents complained in May 1998 that the cafeteria "frequently runs out of food." One complaint noted that the cafeteria served sweet potatoes during one lunch period instead of mashed potatoes, the advertised item.
- At Burbank High School, a parent complained that the cafeteria's hot line had run out of food on August 16, and that her son had gone to two other lines and was told that there was no food. The complaint alleged that this was not the first occurrence of the cafeteria running out of food.

In all of these situations, the supervisor in charge of that cafeteria investigated the complaint, talking with the person lodging the complaint as well as the cafeteria manager. The supervisor found that the incidents had occurred during the last lunch periods at these schools, and the cafeterias had not run out of *all* prepared food, and in fact had other choices available. Nonetheless, the cafeteria *had* run out of popular items on the menu. Regardless of whether other food choices are available, if an item the student wants is not available, the student may choose not to eat.

School food operations must ensure not only that nutritious food items are attractively prepared and served, but that they are available for *all* students regardless of when they eat lunch; students in late lunch periods should have the same choices as those in early lunch periods. While such complaints do not occur every day, they are frequent enough to require action.

Cafeteria managers and staff take annual training courses on quantity food preparation and ordering. These courses are intended to ensure that managers and staff have the knowledge and skills needed to prepare meals in sufficient quantities to serve all students at all lunch periods every day. However, the incidents cited above indicate that these managers may need additional training in this area. Inadequate preparation also would be less likely if the department had an automated system in place to assist it in menu planning.

**Recommendation 132:**

**Provide training on quantity food preparation and ordering for managers whose cafeterias run out of food choices.**

Additional training should include follow-up testing to determine whether cafeteria managers are able to prepare adequate food quantities in their cafeterias. Supervisors should continue to monitor the cafeterias they supervise to ensure that adequate quantities of entrees that are in high demand are available for all students who wish to order them. However in doing so cafeteria managers should avoid wasting food at all cost.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director and assistant director of Food Service provide cafeteria managers with additional training on quantity food preparation and ordering to help them plan better for expected meal participation.	July 2000
2.	Food Service supervisors administer follow-up testing to determine whether cafeteria managers are able to prepare adequate food	Ongoing

	quantities in their cafeterias.	
3.	Food Service supervisors monitor cafeterias to ensure that adequate quantities of entrees are available for all students.	Ongoing

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

# Chapter 11

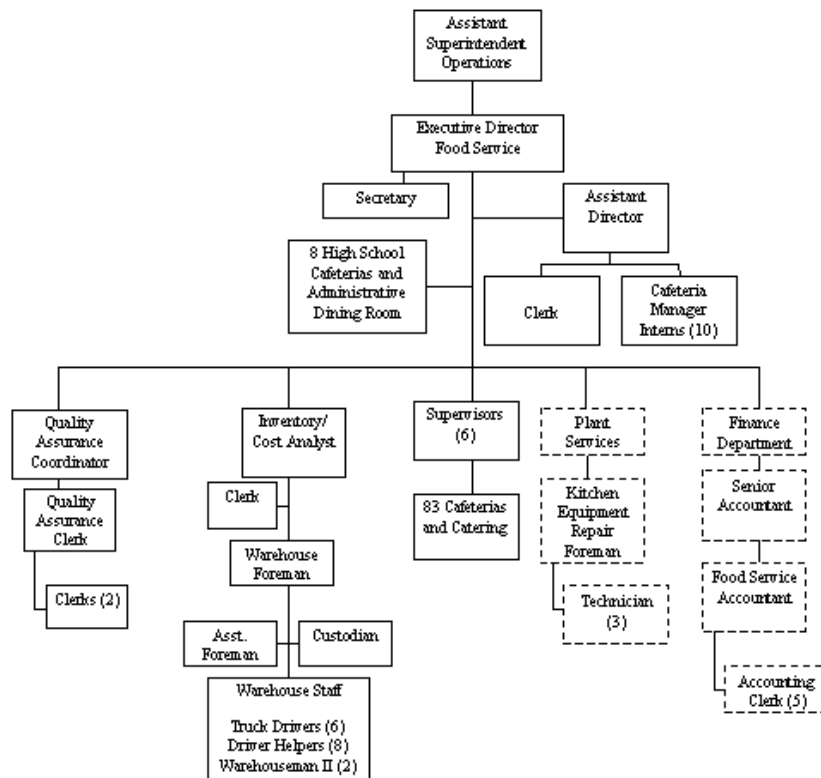
## FOOD SERVICE

### ORGANIZATION AND MANAGEMENT

The SAISD Food Service Department operates on an annual budget of about \$24.2 million and employs a staff of 817 (90 managers, 674 mostly part-time kitchen employees, and 53 full-time employees in the central office and warehouse). The department operates 91 cafeterias and provides satellite meal service to seven other sites. The Food Service Department served an average of 22,100 breakfasts and 48,480 lunches daily in 1998-99.

**Exhibit 11-8** presents the organizational structure of SAISD's Food Service Department.

**Exhibit 11-8**  
**SAISD Food Service Organizational Structure**  
**1999-2000**



*Source: SAISD, Food Service Department, January 2000.*

The dotted lines on the right side of the organizational chart refer to employees who perform functions for the Food Service Department and

are paid for out of department funds but who are supervised by other departments (see below).

The Food Service management team in the central office includes:

- the executive director of Food Service, who is responsible for the overall management of the operation and for ensuring that the program complies with USDA's school meal requirements and associated regulations of TEA's Child Nutrition program;
- the assistant director, whose major responsibilities include overseeing new construction of food service facilities on district campuses, dealing with the department's equipment needs, and overseeing the department's internship program;
- the quality assurance coordinator, who is primarily responsible for development nutritional analysis, and distribution of menus that meet students' nutritional needs and developing food service promotions;
- the inventory/cost analyst, who is responsible for cost inventory and ordering for the department's warehouse;
- six supervisors who supervise food service operations in schools to which they are assigned and handle personnel issues;
- a warehouse staff consisting of a foreman, assistant foreman, custodian, six truck drivers, eight driver helpers, and two warehousemen who receive and deliver food to the district's cafeterias on a daily basis and maintain an inventory of merchandise in the warehouse; and
- a variety of clerical workers who assist the central staff.

In addition, some personnel who work for other departments are assigned to food service duties. These personnel are paid by Food Service, but supervised by their own departments. They include:

- employees of the Plant Services Department, including a foreman and three technicians, who maintain and repair food service equipment; and
- employees of the Finance Department, including a senior accountant, an accountant, and five accounting clerk positions who track department revenues and expenditures.

Each of the six Food Service supervisors oversee from 12 to 15 cafeterias. One also is responsible for catering services. In addition to her oversight responsibilities for the overall Food Service operation, the director oversees the operations of eight high school cafeterias and the administrative dining room.

**Exhibit 11-9** summarizes cafeteria assignments by supervisor.

**Exhibit 11-9**  
**SAISD Supervisor Cafeteria Assignments**  
**1999-2000**

<b>Supervisor 1</b>	<b>Supervisor 2</b>	<b>Supervisor 3</b>	<b>Supervisor 4</b>	<b>Supervisor 5</b>	<b>Supervisor 6</b>
<b>Middle Schools:</b>	<b>Middle Schools:</b>	<b>High Schools:</b>	<b>Middle Schools:</b>	<b>Middle Schools:</b>	<b>Middle Schools:</b>
Cooper	Connell	Navarro	Davis	Irving	Harris
Lowell	M.L. King	<b>Middle Schools:</b>	Wheatley	Longfellow	Page
Rhodes	H. Rogers	Mann	Poe	<b>Elementary Schools:</b>	<b>Elementary Schools:</b>
Tafolla	<b>Elementary Schools:</b>	Twain	Pickett	Baskin	Austin
<b>Elementary Schools:</b>	Ball	Whittier	<b>Elementary Schools:</b>	J.T. Brackenridge	Bonham
Barkley	Forbes	<b>Elementary Schools:</b>	Bowie	Cotton	Green
Brewer	Foster	Arnold	Carroll	Crockett	Hillcrest
Briscoe	Highland Hills	Beacon Hill	Cameron	Fenwick	Knox
Carvajal	Highland Park	Franklin	Douglass	Margil	Lamar
Collins Garden	Japhet	Huppertz	Gates	Maverick	Bowden
De Zavala	Riverside Park	Madison	Herff	Nelson	Pershing
Graebner	Schenk	Neal	Hirsch	Ogden	Ruiz
Rodriguez	Steele	W. Rogers	Miller	Woodlawn Hills	Wilson
Kelly	Stewart	Travis	Pfeiffer		Hawthorne
S. King	Tynan	Woodlawn	Smith		
Storm	Washington		W.W. White		
		<b>Other</b>			

		<b>Duties:</b>			
		<i>Catering</i>			

*Source: SAISD, Food Service Department, 1999.*

Food Service also provides satellite service to seven other locations (**Exhibit 11-10**). Five permanent kitchens serve these sites.

**Exhibit 11-10**  
**SAISD Satellite Food Service Locations and**  
**the Kitchens That Serve Them**

Kitchen	Satellite Service To
Fox Tech High School	Adelante Academy Day Care Learning Center
J. T. Brackenridge Elementary School	Alamo Achievement Center Bexar County Juvenile Justice Alternative Center
Navarro Achievement Center	Project Phoenix
Hawthorne Elementary School	Gonzales Achievement Center
Edgar Poe Middle School	Pickett Academy

*Source: SAISD, Food Service Department, 1999.*

Food service managers, cooks, and pastry cooks all must maintain a Texas Food Service Workers' Certification and are subject to demotion if they do not maintain the certification. These personnel take courses at Palo Alto College, part of the Alamo Community College District, to obtain and retain their certification. Food Service spends about \$4,800 annually on training. Other training courses are available to Food Service employees. Cooks and pastry cooks are trained by Food Service supervisors in sanitation practices, measuring techniques, recipe adjustment and standardization, substitute equivalents, and cooking and baking. Managers are trained in cash-flow procedures, production records, food buying, and other skills by supervisors and other Food Service management personnel.

Texas Education Agency and the Texas School Food Service Association (TSFSA) offer workshops during the summer in which SAISD Food Service personnel participate. Available courses include:

- sanitation laws and procedures required in a school food service setting;



- baked goods and desserts, including USDA requirements and recommendations for bread servings;
- fruits and vegetables, including USDA requirements and recommendations for fruit and vegetable servings;
- meat and main dishes, including USDA requirements and recommendations for meat servings;
- basic management functions;
- leadership skills;
- managing employees; and
- cost control for food service operations.

Cafeteria managers and staff provide nutritional education in some SAISD elementary schools. Kindergarten students are provided with coloring books to teach them about minerals, vitamins, fats, carbohydrates, and proteins and their importance in the human diet. A program teaching students about diabetes and the role nutrition plays in this disease is offered at the J. T. Brackenridge, Rodriguez, Barkley, Ruiz, Storm, De Zavala, and King Elementary Schools.

Food Service is audited at least once every five years by TEA and more often if necessary (particularly as a part of the district's participation in Provision Two). Cafeterias also are inspected monthly by the San Antonio Metropolitan Health District to ensure that healthy and sanitary practices are used in preparing and serving meals. Food Service supervisors inspect cafeterias monthly to ensure:

- proper sanitation and nutritional value of food;
- efficiency of cafeteria operations;
- the financial success of the Food Service program; and
- proper adherence to National School Lunch and National School Breakfast Program rules.

## **FINDING**

The Food Service warehouse employs six drivers to deliver food and commodities to the district's 91 kitchens. The warehouse also employs eight helpers to assist the drivers in loading and unloading delivery trucks.

These helpers primarily assist drivers when the truck cannot pull up to the kitchens to unload. When helpers are not making food and commodity deliveries, they assist truck drivers in transporting hot meals to satellite sites or assist two warehouse workers in pulling food products for the next day's deliveries. While the helpers are essential at times to help drivers unload trucks at schools where delivery bays are not conveniently accessible, they are not needed for every delivery. In those situations where they are not needed to assist with deliveries the helpers deliver

meals to schools receiving satellite food service. Even if helpers are needed for deliveries, there are only six delivery trucks going out at any one time; there are two more helpers than are needed at any one time.

**Recommendation 133:**

**Eliminate two full-time truck-driver helper positions employed by the Food Service Warehouse.**

The Food Service Department could eliminate two full-time positions and still have enough helpers to assist truck drivers in making deliveries.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Food Service recommends the elimination of two truck-driver helper positions to the superintendent.	September 2000
2.	The superintendent recommends the elimination of two truck-driver helper positions to the board.	September 2000
3.	The board approves the elimination of two truck-driver helper positions.	September 2000

**FISCAL IMPACT**

By eliminating two-full time helper positions, SAISD can save \$37,515 annually (assuming a midpoint hourly pay rate of \$8.35 per position for two positions for eight hours a day, 240 days a year, plus a 17 percent benefits rate).

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Eliminate two full-time truck driver helper positions employed by the Food Service Warehouse.	\$37,515	\$37,515	\$37,515	\$37,515	\$37,515

# Chapter 11

## FOOD SERVICE

### FACILITIES AND EQUIPMENT

#### FINDING

The Food Service Department's needs usually are overlooked when the district plans for renovation or new construction of schools, a situation that often results in inadequate space for equipment, inadequate access to electricity and other necessary utilities, and inadequate room to operate efficient cafeteria lines or food preparation. In some cases, these renovations have left Food Service without the space it needs to prepare and serve food and without appropriate access to electrical, water, or utility services. When Beacon Hill Elementary and Madison Elementary Schools first opened, the kitchen facilities were inadequate and had to be adjusted. In both cases, these schools had to rely on meals from satellite cafeterias for several weeks while adjustments were made in their own cafeterias. Without adequate input and involvement from Food Service, the district cannot make realistic plans and assumptions about the department's space needs.

#### **Recommendation 134:**

**Include Food Service Department representation on planning committees for school renovations.**

Facilities administrators should take Food Service issues and concerns into consideration when planning for and implementing school renovations. Food Services involvement could result in a more realistic dedication of resources to food service facilities in future renovations

#### IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant director for Food Service, the assistant superintendent for Operations, and the director of Plant Services determine the best way to involve Food Service at the beginning of the planning process for school renovations.	July 2000
2.	The assistant director for Food Service as well as managers for affected cafeterias are included in on planning sessions for school renovations, and are consulted on whether renovations will allow Food Service to operate efficiently and effectively.	Ongoing

#### FISCAL IMPACT

This recommendation could be implemented with existing resources.

## **FINDING**

Several SAISD cafeterias (Ogden, Ball, and Gates Elementary Schools) have security problems due to the too-easy availability of multiple keys. This has resulted in equipment theft. For example, meat slicers worth about \$1,500 have been stolen from both Ball and Gates in the past two years.

Principals have keys to all parts of the school buildings they oversee; they also provide these keys to custodians and other people they deem important enough to receive them. It is important that access to these keys be limited and monitored to guarantee appropriate accountability. SAISD's kitchens have an average of \$200,000 of equipment. Excessive, uncontrolled access to kitchen facilities has resulted in the loss of expensive equipment and the abuse of Food Service supplies.

### **Recommendation 135:**

#### **Limit access to school kitchens to principals and Food Service personnel.**

The district should develop and enforce stringent rules regarding key access to school kitchens. This policy should provide that no unauthorized person can gain access to district kitchens without the presence of a person who is authorized to have key access. The principal of each school should collect keys from any unauthorized personnel (personnel other than the principal and cafeteria workers) and return them to the director of Food Service.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Food Service directs cafeteria managers to conduct an inventory of keys to their kitchens.	July 2000
2.	The director of Food Service and the assistant superintendent for Operations develop a policy limiting key access to cafeteria managers, principals, and custodians responsible for cleaning cafeteria and kitchen facilities. The policy should provide that no unauthorized person can gain access to district kitchens without the presence of a person who is authorized to have key access.	July 2000
3.	The assistant superintendent for Operations takes the policy to the superintendent for approval.	August 2000

## **FISCAL IMPACT**

This recommendation could be implemented with existing resources.

## **FINDING**

A great deal of old equipment is still in operation in SAISD cafeterias. This equipment breaks down frequently and takes a great deal of time and expense to repair, resulting in excessive expenditures to compensate for equipment while it is out of commission. As already noted, much of the equipment in SAISD cafeterias is outdated; some is 20 to 30 years old. For example, a preliminary equipment replacement schedule assembled by the assistant director for Food Service shows that of 151 pieces of equipment, 69 pieces (46 percent) are 20 years or older, and 12 (8 percent) are 30 years or older. This equipment frequently breaks down and needs major repair. The assistant director of Food Service has estimated that replacing the most outdated and dilapidated equipment in 1999-2000 would cost about \$350,000. However, Food Service does not have a written equipment repair plan. The assistant director has begun to assemble an equipment replacement schedule, but it is being compiled manually and only lists the dates upon which various pieces of equipment were purchased or last replaced. It does not include any type of plan for the future replacement of equipment.

### **Recommendation 136:**

#### **Develop and implement a replacement plan for Food Service equipment.**

A complete equipment replacement plan and automated replacement schedule would greatly assist Food Service in replacing outdated equipment and helping its cafeterias operate efficiently. The plan should prioritize the replacement of the oldest equipment.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director and assistant director of Food Service develop a replacement plan for food service equipment that would replace the oldest equipment first.	September - December 2000
2.	The assistant director of Food Service reviews the equipment replacement plan with the assistant superintendent for Operations and revises it as needed.	January 2001
3.	The Food Service Department begins implementing the equipment replacement plan.	September 2001

## FISCAL IMPACT

Given the advanced age and poor condition of food service equipment, Food Service should budget \$50,000 annually to equipment replacement after this initial replacement is complete. The district estimates that it would cost \$350,000 to replace currently needed food service equipment.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Replace food service equipment.	(\$350,000)	\$0	\$0	\$0	\$0
Annually replace food service equipment.	\$0	(\$50,000)	(\$50,000)	(\$50,000)	(\$50,000)
<b>Net Costs</b>	<b>(\$350,000)</b>	<b>(\$50,000)</b>	<b>(\$50,000)</b>	<b>(\$50,000)</b>	<b>(\$50,000)</b>

## FINDING

Repair time for Food Service equipment is excessive, often taking weeks or months. In some cases, moreover, repairs prove to be inadequate and must be redone. Examples of excessive repair times and inadequate repair jobs include the following:

- Smells of leaking natural gas were reported on three separate occasions at Hirsch Elementary beginning on August 26, 1998; this matter had not been addressed as of May 26, 1999. (Plant Services contends that stove pilot lights go out because cafeteria personnel leave doors and windows open, allowing breezes in, and that his workers respond within ten minutes to reports of leaking gas.)
- A steamer and steam kettle at Edison High were reported inoperable on August 18, 1999 and had not been repaired as of September 17, 1999. (Plant Services contends that the repairmen respond to calls based on urgency, and if more serious situations exist such a call is given lower priority)
- A conveyor belt on a dishwasher at Edison High was first reported inoperable on September 15, 1999. Repairman worked on it on the same day without success. The repairman came again on September 20 and left a note saying it was repaired. The conveyor belt remained inoperable after the second repair visit. (Plant Services contends that a technician came out to Edison on four separate occasions and that the first time, the conveyor was working as designed; on the second visit, he adjusted the speed of the belt; on the third he made another adjustment; and on the fourth visit he replaced the belt entirely.)

Each of these examples indicates that Plant Services is not responding to Food Service's equipment failures, and that delays and inadequate service are costing the department time and money. Food Service should be able either to receive adequate service from Plant Services or to take its repair business to an outside source.

**Recommendation 137:**

**Contract for food service equipment repair.**

TSPR applied the "Yellow Pages" Test to all services in this review including equipment repair. Under this test, if at least three companies in the local yellow pages perform a particular service that also is being delivered by a government entity, government should consider outsourcing that service. When the "Yellow Pages" Test was applied to repair of food service equipment, TSPR found a number of qualified providers in the San Antonio Yellow Pages.

The Food Service Department should be allowed to decide whether to use Plant Services or contract out as necessary to ensure that its equipment is repaired effectively and in a timely manner. Under such an arrangement, Food Service would consult with Plant Services regarding equipment repair needs; Plant Services could give Food Service a cost estimate and an expected time for repair. Food Service then could seek bids from private vendors with cost and repair time information. The department then could make its own determination on who should receive its business.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent and assistant superintendent for Operations seek board approval to seek outside vendors to repair food service equipment.	July 2000
2.	The assistant director of Food Service, the assistant superintendent for Operations, and the director of Plant Services change the district policy that Food Service must go through Plant Service to get equipment maintained or repaired.	July 2000
3.	The assistant director of Food Service and the director of Plant Services develop a process for determining when or whether Food Service will use Plant Services and or outside contractors.	July 2000
4.	The assistant director of Food Service begins implementing the new repair policy.	September 2000

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.



# Chapter 12

## SAFETY AND SECURITY

This chapter reviews San Antonio Independent School District's (SAISD's) safety and security programs in four sections:

- A. Safety
- B. Security
- C. Student Discipline
- D. Alternative Education Program

Today, school districts realize that they must provide a safe and secure environment for their students and employees. To do this, they must develop effective policies, procedures, and programs to address crisis contingencies, student discipline, facility safety, and violence prevention. Failure to adequately address any one of these areas can weaken the safety and security of public school children and school district staff alike.

### BACKGROUND

Major crime in Texas has been declining since 1991. In May 1999, the Texas Department of Public Safety reported that the number of major or "index" crimes was 5.2 percent lower than in 1998 and 25.6 percent lower than in 1991. (An index crime is one of the crime indicators used to measure an area's overall criminal activity; these include murder, rape, robbery, aggravated assault, burglary, theft, and motor vehicle theft.)

SAISD falls within three different law enforcement jurisdictions: the SAISD Police Department, the San Antonio Police Department, and the Bexar County Sheriff's Department. To gauge the level of crime and violence in the immediate district area, TSPR obtained the number of index crimes over the past five years for two of the three jurisdictions that cover SAISD (SAISD Police Department data were not available through the Texas Department of Public Safety). As **Exhibit 12-1** shows, index crimes in the area have declined considerably from a high of nearly 88,000 in 1996.

**Exhibit 12-1**  
**Index Crimes Reported by Local Law Enforcement Agencies**  
**1995 - 1998**

Agency	1995	1996	1997	1998
Bexar County Sheriff's Department	5,618	5,506	5,669	5,449

San Antonio Police Department	79,931	87,708	83,571	77,748
<b>Total</b>	<b>85,549</b>	<b>93,214</b>	<b>89,240</b>	<b>83,197</b>

*Source: State Crime Report, Texas Department of Public Safety, 1999.*

The Texas Legislature has addressed aspects of school violence. **Exhibit 12-2** summarizes major legislation related to school safety and security for the past four legislative sessions.

**Exhibit 12-2**  
**Major School Safety and Security Initiatives of the Texas Legislature**  
**1993 - 1999**

<b>Legislation</b>	<b>Summary</b>
	<b>1993 Legislature</b>
House Bill 23	Requires information-sharing between law enforcement and schools on student arrests for serious offenses; requires school principals to notify law enforcement if criminal activity occurs or is suspected of occurring on campus.
Senate Resolution 879	Encourages collaboration between the Texas Education Agency and Department of Public Safety in the recording of criminal incidents in the schools.
House Bills 633 and 634	Outlines the commissioning and jurisdiction of peace officers for school districts.
House Bill 2332	Authorizes the State Board of Education to establish special-purpose schools or districts for students whose needs are not met through regular schools.
Senate Bill 16	Defines drug-free zones for schools.
Senate Bill 213	Creates the safe schools checklist.
Senate Bill 155	Creates the Texas Commission on Children and Youth.
	<b>1995 Legislature</b>
Senate Bill 1	Revamps the Education Code and laws on safety and security in schools, including the requirement for districts to establish alternative education programs and, in counties with populations above 125,000, to establish juvenile justice alternative education programs.
	<b>1997 Legislature</b>

Senate Bill 133	Rewrites the safe schools provision of the Education Code.
<b>1999 Legislature</b>	
Senate Bill 260	Allows the expulsion of a student who assaults a school district employee.
Senate Bill 1580	Creates the Texas Violent Gang Task Force.
Senate Bill 1724	Requires each school district to annually report (beginning with 1999-2000) the number, rate, and type of violent and criminal incidents occurring on each campus, and allows them the option of including a violence prevention and intervention component in their annual campus improvement plans.
Senate Bill 1784	Allows school districts to use private or public community-based dropout recovery education programs to provide alternative education programs.
House Bill 152	Raises to a state jail felony the act of placing graffiti on school property.
House Bill 1749	Encourages school districts and juvenile probation departments to share information on juvenile offenders.

*Source: Compiled by TSPR, 1999.*

# Chapter 12

## SAFETY AND SECURITY

### SAFETY

A safe school district effectively manages its resources and aggressively plans for future situations. Responsive planning for safety requires accurate and up-to-date information on the current and future status of conditions in the district's schools and facilities. Safety inspections must be routine and thorough, procedures must be in place to facilitate the quick reporting of emerging threats, and responses to potentially dangerous situations must be prompt.

In 1996-97, the National Center for Education Statistics (NCES) commissioned the Principal/School Disciplinarian Survey on School Violence. This survey was conducted with a nationally representative sample of 1,234 regular public elementary, middle, and secondary schools in 50 states and the District of Columbia. As part of this survey, NCES asked school districts to report on the types of security measures used to ensure safety in school buildings, with these following results:

- 96 percent of public schools reported that visitors were required to sign in before entering the school buildings;
- 80 percent closed their campuses for most students during lunch;
- 53 percent controlled access to the school buildings;
- 24 percent controlled access to the school grounds; and
- 19 percent conducted random drug sweeps.

NCES also asked school districts to rate the level of security in their school facilities. Two percent of schools considered themselves to have stringent security, defined as a guard present on a full-time daily basis, and the daily use of or random checks with metal detectors. Eleven percent of the schools had moderate security, defined as either a full- or part-time guard and no metal detectors, but controlled access to school buildings. Eighty-four percent of the schools rated themselves as having low security, meaning no guards or metal detectors and little or no controls or access to school buildings.

Traditionally, most school safety actions involved surrounding schools with fences and creating alternative education programs for violent or disruptive students. Recent events such as the tragedy in Littleton, Colorado, call for a more comprehensive approach involving awareness, prevention, intervention, and a recognition that school violence is a community problem requiring community involvement.

According to most experts in the field, the best school action plans involve comprehensive, well-organized and predictable policies that prioritize safety issues. Some common elements that should be present in comprehensive school safety policies include:

- a focus on safety and orderly behavior in all schools and at all levels;
- clear, enforceable rules and expectations for behavior and school performance;
- clear statements of student and staff responsibilities;
- professional development for teachers, staff, and volunteers in all aspects of safety, supervision, classroom management, and crisis intervention;
- procedures for identifying and responding to the needs of at-risk and disruptive students; and
- adequate adult supervision.

TSPR published its own publication on school safety in June 1998. Based on the results of its numerous school performance reviews, TSPR has found that the most effective districts have a safety plan that includes prevention, intervention, and enforcement strategies. An effective program includes these steps:

1. Know your goals and objectives: where your district is going, and what you want to accomplish.
2. Establish clear expectations for students, parents, teachers, and administrators.
3. Address warning signs before they turn into trouble.
4. Look for trouble before it finds you.
5. Recognize trouble when you see it.
6. Have individuals in the right place and at the right time to intervene.
7. Have a plan of action appropriate for the occasion and practice it.
8. Leave no room for double standards.
9. Ensure that discipline management extends inside and outside the classroom.
10. Alternative programs are not just a matter of compliance with the law; they are many students' last chance at success.

The first three TSPR steps comprise an effective prevention strategy, the next four intervention, and the last three enforcement. As TSPR noted in its publication:

"Taken individually, the steps outlined in the law or those used by successful districts don't seem dramatic. But when

districts apply these measures in a comprehensive system, they can and do get significant results."

In August 1998, the US Department of Education published *Early Warning, Timely Response: A Guide to Safe Schools*. This guide was published in response to several instances of school violence across the country. In addition to warning signs for potential school violence, it includes a guide for developing effective crisis-response plans. Two components that should be included in a crisis plan are steps for intervening during the crisis to ensure safety and steps to take in the aftermath of an incident. At a minimum, the steps taken during a crisis should include:

- evacuation procedures and other procedures to protect students and staff from harm. Schools should identify safe areas where students and staff can go in a crisis. Schools also should conduct evacuation drills;
- an effective, fool-proof communication system, with designated roles and responsibilities for all personnel to prevent confusion; and
- a process for securing immediate support from law enforcement officials and other relevant community agencies.

In September 1999, the National Institute of Justice published *The Appropriate and Effective Use of Security Technologies in U.S. Schools: A Guide for Schools and Law Enforcement Agencies*. Based on a multi-year, national review of school security issues, the Institute found that:

"For current security needs, controlling the access of students, employees, and visitors has become paramount...To best control a school building and/or campus, the number of entryways into the building or onto the campus must be severely limited. Just as with any high-security facility, restricting normal entrance to only one or two locations can greatly reduce the number of security personnel or security devices that must be supported...For those schools with campuses, fencing is usually important to control entry onto the school grounds. It is important that schools and communities recognize that enclosing a campus with fencing is more to keep outsiders out than to keep insiders in, although its presence does tend to reduce truancy during the school day. Controlling campus entry requires fencing or other physical barriers."

## **FINDING**

Most of SAISD's schools are equipped with doors that can be locked from the exterior, but still allow exit from the interior. Yet the review team visited ten SAISD schools and found that many doors were left unlocked during the school day. In several cases, side doors were unlocked through which an intruder could easily gain access without being detected. The review team was able to walk unchallenged through most areas of the school buildings. One reviewer was able to enter the building and wander the grounds for 15 minutes, passing several teachers, without one administrator, and a custodian without ever being challenged.

Most of the schools showed other signs of inadequate attention to general security issues. These issues include:

- multiple vehicle access points to school parking lots. In some cases, persons can drive unhindered to within 15 feet of the door of a portable classroom or unmonitored school door.
- school parking lots that remain accessible throughout school hours.
- landscaping that provides convenient hiding spots.
- locker rooms with multiple access points.
- portable classrooms without two-way communications devices.
- campuses not completely fenced.
- open campus layouts that provide students with places to loiter unobserved and unprotected.

When some of these security threats were pointed out to school personnel, they generally seemed unconcerned. The attitude seemed to be one of "it can't happen here"-an attitude that has proven fatal in other jurisdictions.

TSPR's survey for this review asked district principals/assistant principals, teachers, and parents whether they believed that safety hazards exist on their school grounds. Twenty-nine percent of the principals/assistant principals indicated that they believe that safety hazards are present, as did 42 percent of the teachers and 30 percent of the parents. Yet on the same survey, 91 percent of principals/assistant principals indicated "students feel safe and secure at school." Only 70 percent of parents believed the same (teachers were not asked this question). In addition, a majority of principals/assistant principals and teachers felt that vandalism is a problem in the district (80 and 84 percent, respectively). District administrators and support staff also were asked this question, and 80 percent believed that vandalism is a problem.

In a telephone survey conducted for this review, community members were asked to identify the major issues facing SAISD in the coming year. The four most frequent responses all were related to safety and security-violence, dress code issues, gangs, and drugs (in that order). When asked to identify the single most important issue facing the district in the coming

year, the top four responses also were related to safety and security-safety, gangs, drugs, and dress code.

As noted by TSPR'S *Keeping Texas Children Safe in School*, safe school districts "look for trouble" before it finds them. This "looking" involves recognizing the critical need to keep all but the main entrance door locked after the start of school. It also includes fencing campuses where possible, and reviewing building designs to identify areas that could provide intruders with inappropriate access to students.

**Recommendation 138:**

**Require each school to complete a security threat assessment of its campus and enforce better physical security measures.**

It would be reasonable to unlock all doors at the start of school and then to lock them in the first half hour after school begins. From then, only a main door that can be monitored by school staff should remain unlocked, as long as it does not present a fire hazard.

Each principal should, under the guidance of the Police Department, complete a security threat assessment of its campus. Each assessment should include a sliding-scale rating of various security issues such as ease of campus entry on foot and by vehicle and the number of accessible hiding spots for intruders. Each assessment also should include ideas for reducing security risks.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent directs the chief of Police to develop a security threat-assessment tool for the use of school administrators in evaluating campus security risks.	July 2000
2.	The chief of Police gives school principals the threat-assessment tool and a schedule for campus visits by department representatives to review the assessment.	August 2000
3.	The chief of Police compiles the results of the threat assessments into one report, noting in particular the extent of any systemic security issues, such as lack of complete fencing, and estimates of cost and timelines for the correction of these issues.	February 2001
4.	The superintendent directs all principals to enforce better basic security measures, especially the locking of doors after the start of school.	September 2001
5.	The chief of Police commences a rotating schedule of	October 2001



intermittent, unannounced visits by an officer to verify the implementation of security measures. Each visit results in a written report that is provided to the principal and the superintendent.	
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## **FISCAL IMPACT**

This recommendation could be implemented with existing resources.

## **FINDING**

One of the issues raised during a focus group with district police department staff was the difficulties school-based officers face in identifying individuals who should not be on campus. In large schools in particular, it is difficult to determine whether an unfamiliar adult on school grounds is a possible intruder or, for instance, a substitute teacher. Similarly, it can be difficult to determine which students should have access to the campus, particularly when some students have been suspended for a length of time. Site visits to 10 schools revealed that visitors are rarely challenged and generally have access to most common areas of the schools. The same situation was found in two administrative offices.

SAISD's *Parent-Student Handbook, 1999-2000*, indicates that all visitors to district schools must first report to the main office. There they must sign in, declare the purpose of their visit, and obtain authorization. When visitors leave campus, they should return to the main office and sign out. However, the visitor sign-in policy is implemented sporadically. Only three schools required visitors to sign in, and none asked for identification. Only one school provided a visitor badge; it was not uniquely numbered and could have been reproduced easily. Moreover, there are no procedures at any school to verify that visitor badges have been returned. *None* of the schools required visitor sign-out.

In the two administrative offices visited (the central office and the Alamo Street building), staff made no effort to enforce a sign-in policy or require visitor badges. For the most part, visitors are free to come and go as they please within both offices. The central office has several entrance and exit points. The Alamo Street building is unlocked during business hours and includes a computer training room on the first floor that was unlocked and unoccupied. While no major incidents have been recorded to date, this does not reduce the need for better security measures.

As noted by TSPR's *Keeping Texas Children Safe in School*, safe school districts require visitors to sign in and wear badges. They instruct their

teachers and staff to stop *anyone* on the campus without a badge and direct them to the main office.

Many school districts around the country have implemented photo-identification badge systems for both students and employees. For example, Killeen ISD adopted a badge system in 1998 for its students and employees. The student badge has a photo and a bar-code. All high school students receive them; the district is in the process of distributing them to all middle school students. The district does not plan to distribute them to elementary students. The employee badge has a photo, bar-code, and magnetic strip. All employees have them and the district plans to use them for documenting attendance at in-service training in the near future. For substitute teachers and visitors, the district uses numbered badges without pictures. Waco ISD also implemented a badge system in January 2000. Both districts implemented such systems primarily out of security concerns.

**Recommendation 139:**

**Establish a districtwide badge system to promote greater security.**

While several months may be needed to fully implement such a system after all necessary equipment and materials have been purchased, the added security should outweigh the expense and effort. The SAISD Police Department already has photo equipment that might be used for badges to keep costs to a minimum. Once the badges are initially distributed, it should become the responsibility of the Human Resources Department to issue new or replacement badges to employees, while each school should be responsible for its own student badges.

Each school's visitor badges should be sequentially numbered and created in such a manner that they cannot be easily duplicated. Each visitor to the school should be required to provide identification and then should sign a log noting the badge number. Badges should be maintained in an area not easily accessible to the general public. Administrative buildings also should establish visitor procedures and badges. Teachers and staff should be instructed to stop anyone on campus who does not have a visitor badge and direct them to the main office.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent appoints the area executive director of Human Resources and the chief of Police to jointly implement a badge system.	September 2000
2.	The area executive director and chief determine which badge	November

	system is best for the district.	2000
3.	The district purchases the selected system.	January 2001
4.	The executive director of Human Resources begins implementing the badge system with central office employees.	February 2001
5.	The area executive director and chief develop a badge system for visitors and substitute teachers and a school visitor procedure.	March 2001
6.	The principals and school staff implement the badge system for visitors and substitute teachers.	April 2001
7.	The principals and school staff begin implementing the badge system among school-based employees.	June 2001
8.	The principals and school staff begin implementing the badge system among students.	August 2001

### **FISCAL IMPACT**

The major expense for a badge system is the initial outlay for equipment. The district would need an identification system including a camera, printer, and computer. Killeen ISD purchased its system for \$21,698, with an annual \$2,000 maintenance contract. Expenses for the cards and ribbons would be about \$2,000 for the first year and \$1,000 each year thereafter.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Purchase camera, printer, and computer	(\$21,698)	\$0	\$0	\$0	\$0
Cost of annual maintenance contract, cards, and ribbons	(\$2,000)	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)
<b>Net Costs</b>	<b>(\$23,698)</b>	<b>(\$3,000)</b>	<b>(\$3,000)</b>	<b>(\$3,000)</b>	<b>(\$3,000)</b>

### **FINDING**

SAISD maintains three types of alarm systems for its schools and administrative office grounds. The first triggers an alarm whenever someone is in the building after hours. All schools have this alarm. The next type is the "advisory notice" alert, which triggers an alarm when someone is near the outside of the building in a clearly unauthorized area,

such as second-floor ledges, roof tops, and fenced courtyards after hours. Thirteen schools have advisory alarms. The final type is a "perimeter" or "advisory" alert, which triggers an alarm when someone is on the grounds after hours. Nineteen schools have perimeter alerts. All of the alarm systems can be disabled with the correct numeric code.

In a focus group with district alarm and locksmith technicians, participants said that SAISD lacks a policy or administrative procedure to ensure that a minimum number of alarm codes are distributed. Principals are allowed to determine how many codes are necessary. In some cases, the principal has directed the assignment of so many access codes that the electronic systems are at their maximum capacity for such codes.

**Recommendation 140:**

**Develop and implement campus-level guidelines for alarm access codes.**

The district should develop a general policy outlining who in a school should have an alarm code and who should not. As part of this process, principals should be required to submit records of who has access codes to the district police department, which should be responsible for maintaining up-to-date access code information on each school.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	With the input of the chief of Police, the superintendent develops a policy outlining generally who in a school should have an alarm code and who should not. The policy is approved by the board and distributed to all school principals.	July 2000
2.	The superintendent directs school principals to develop a list of all access codes in existence and who is assigned to each.	September 2000
3.	The superintendent directs school principals to reduce the number of alarm codes where possible. Principals provide the final list to the chief of the district police department for verification with alarm technician records.	October 2000
4.	The superintendent directs the chief of Police to maintain the list of alarm codes by school, based on alarm technician work-order requests.	Ongoing

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

## FINDING

As funds become available, SAISD is rekeying all its exterior doors with new locks. These locks are much more difficult to "pick" than previous lock systems and should provide the district with greater security.

However, in a situation similar to the access code issue, TSPR found problems in the distribution of master keys. As with alarm codes, principals are allowed to determine how many master keys are necessary for their schools. One locksmith estimated that he has made at least 35 master keys for a single high school. Principals are not held accountable for key control at their schools, even though administrative procedures indicate that key control is their responsibility. The locksmiths maintain records of how many master keys they have given to each principal (primarily for department records, not for key control), but principals are not required to maintain records of who actually possesses each master key.

### **Recommendation 141:**

#### **Reduce the number of school master keys in circulation and implement effective key control.**

The district should develop a general policy outlining who should have school master keys. As part of this process, principals should be required to submit records of master key-holders to the police department; the police department should be responsible for maintaining up-to-date key lists for each school.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	With the input of the chief of Police, the superintendent develops a policy outlining generally who should have school master keys. The policy is approved by the board and distributed to all school principals.	July 2000
2.	The superintendent directs school principals to develop a list of all master keys in existence and who holds each.	September 2000
3.	The superintendent directs school principals to reduce the number of master key holders where possible. Principals provide the final list to the chief of Police for verification with locksmith records.	October 2000
4.	The superintendent directs the chief of Police to maintain the list of master key holders by school, based on locksmith work order requests.	Ongoing

## **FISCAL IMPACT**

This recommendation could be implemented with existing resources.

## **FINDING**

Each SAISD school is required to have an emergency plan. Based on a two-page template provided by the district, each school must identify crisis team members (including one key contact and multiple backup contacts); methods of alert for both evacuation and containment plans, detailed maps for evacuation routes (including primary and alternate routes); available alternate sites so that students are taken to a predetermined site when students are evacuated from a school for an emergency; staging areas for gathering students together before they are removed from the school; and staff assignments for communicator, security, and staging area personnel.

SAISD's emergency plans are readily accessible and well-known. In a sampling of 36 emergency plans, however, it was found that many of the written plans are not well-developed. For example:

- Several schools have the same alert signals for different types of crises, such as three long bells which could signal hazardous material spill outside the building, potentially hazardous elements in the immediate area, or "other serious situations requiring containment of students and staff."
- Several schools define unrealistic alert methods for containment crises. For example, one school indicated that "office staff will take a red card to each classroom" to signal a containment emergency. This plan is unrealistic and potentially dangerous.
- One school plans to notify students and staff of an evacuation emergency by announcing "Code Black" over the intercom system. If the intercom system is not available, then a piece of black construction paper will be used in some unspecified manner. No use of bells is mentioned.
- One school notes that its method of containment notification will be "intercom, handouts, bells, word of mouth, and walkie talkies," yet does not give specifics.
- Several schools listed just one person as responsible for securing all doors in a crisis. This is unrealistic.
- Several schools do not adequately plan for the actions of students and staff in portables. One school plans that, during a containment crisis, students and staff in portables are to come into various parts of the main building. In a shooting or hostage situation in the main building, this plan would only increase the danger for those students.

- Many schools do not identify more than one method of alert for evacuation and containment emergencies.

**Exhibit 12-3** shows the results of a TSPR review of 36 crisis plans for four specific components: a specific method of alert for an evacuation crisis; a specific method of alert for a containment crisis; detailed duties for certain personnel to fulfill during a crisis; and identification of specific crisis team members among the school staff. While most plans identify crisis team members adequately, most do not outline specific emergency duties for certain personnel and many do not adequately define methods of alert for containment crises.

### **Exhibit 12-3**

#### **Review of SAISD School Crisis Management Plans**

<b>School Level</b>	<b>Number of Crisis Plans Reviewed</b>	<b>Defined Alert for Evacuation</b>	<b>Defined Alert for Containment</b>	<b>Detailed Duties for Personnel</b>	<b>Identified Crisis Team Members</b>
Elementary	24	21	16	6	23
Middle	7	6	6	1	7
High	5	5	3	3	5
<b>Total</b>	<b>36</b>	<b>32</b>	<b>25</b>	<b>10</b>	<b>35</b>

*Source: SAISD's Police Department files, October 1999.*

Although the SAISD Police Department would be integrally involved in the response to any school crisis, it does not maintain up-to-date copies of each school's crisis management plan. In some instances, the most recent school plan on file with the department is 1997-98.

One area of particular concern is that different schools use different bell signals to identify different types of emergencies. For example, one school may use four bells to signify an evacuation crisis, three for a fire evacuation, and one long bell for a containment crisis. Another school may use three bells for all evacuation crises and two for a containment crisis. Still another school uses three bells for an evacuation crisis, two long bells for some types of containment crises, and one long bell for other types of containment crises. One school uses four bells for a disaster, three bells for a fire drill, and one long bell for "someone in the building with firearms," yet does not define alerts for other situations in which a containment response is necessary. Because principals and school staff may change schools from year-to-year and emergency plans may not be

adequately reviewed and updated annually, the lack of consistency among the plans could lead to confusion in a crisis situation. Students who switch schools during the year compound the problem.

Further amplifying the confusion is an Emergency Response Guide flipchart that the police department has developed and distributed to all schools. This guide is readily available and generally posted prominently in district schools. While this flipchart is convenient, however, its information *directly contradicts* many of the school crisis plans. For example, it states that the alert procedure is a 30-second bell for a containment crisis, which contradicts many of the alert procedures noted previously.

The SAISD Police Department reviewed all of the elementary school plans in the summer 1999. For each, officers visited the school grounds and reviewed evacuation plans and sites for potential improvements. During fall 1999, the department met with each elementary principal to review potential improvements. However, the principals are not required to adopt department suggestions.

Despite the variable nature of the emergency plans, SAISD demonstrated good crisis response capability in December 1999, when a serious hazardous material spill forced the evacuation of nearly 5,000 SAISD students. As reported in the *San Antonio Express-News*, the district was able to safely evacuate students to prearranged alternate locations without incident or injury. However, students complained to newspaper reporters that they were unaware of the meaning of some crisis alarms and parents complained that when they went to the regular school to pick up their children, the district personnel on-site were unable to tell them where they were. The district found in an internal review of its response to the crisis that:

- schools followed the Emergency Response Guide flipchart.
- the SAISD police department made all necessary notifications quickly.
- the district was able to coordinate effectively with city officials and emergency responders.
- both the Police Department Command Post and the District Command Center managed their responsibilities.
- the interim superintendent remained highly visible during the crisis, made key decisions as necessary and frequently briefed the media.
- evacuated students were kept occupied.

However, the district found three areas in which it could improve its crisis response. First, the district needs a common radio system for all



responders. A responder is anyone who responds during a crisis, such as the superintendent or their staff members, the chief of police for the district, or the school principals. Some responders had to use cell phones for communication. During the crisis, which lasted more than 13 hours, these responders had problems with battery drain. Second, Police Department staff suggested that the district consider using an old bus as a mobile command center. Finally, the district needs a memorandum of understanding with other school districts on the use of resources and facilities to manage any districtwide crisis.

As noted by TSPR's *Keeping Texas Children Safe in School*, safe school districts "have a plan of action appropriate for the occasion and practice it." A good emergency plan responds to a number of possibilities, such as:

- How are the appropriate authorities notified when an emergency occurs?
- When are parents to be notified and who notifies them?
- If a serious incident requires staff support from other schools, how will this need be communicated?
- What communication devices are available to staff in the field?

The answers to these questions should go far beyond a typical crisis plan that only outlines fire evacuation routes.

Finally, a crisis plan is only as good as the last time it was practiced. TSPR has found in previous reviews that the most prepared school districts not only practice fire evacuations, but also provide district staff with an opportunity to discuss and practice handling other life-threatening situations, when a correct response may not be as obvious as finding the shortest path to a door. SAISD administrative procedures require that evacuation/fire drills be conducted periodically, but do not require containment drills or other practice for life-threatening situations.

#### **Recommendation 142:**

**Revise the common template for school emergency preparedness plans, require all schools to use the template, and require annual training in school-level crisis response, beyond regular fire drills.**

The SAISD Police Department is the logical starting point for the development of effective school emergency plans. Individuals within the department have specialized expertise to aid school principals. A common format for the critical components of the plan, such as bell signals, would facilitate staff and student understanding. Finally, required practice drills would help ensure that each plan is well-crafted and widely understood.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent asks the Police Department to develop an adequate template for school crisis/emergency preparedness plans.	July 2000
2.	The chief of Police develops and distributes a template for school crisis plans that includes specific directions for developing adequate methods of alerts, specific assignments for personnel, and guidelines for crisis team members.	August 2000
3.	The superintendent directs all principals to develop specific crisis plans unique to the physical constraints of their schools and directs the chief of Police to review all plans with school administrators.	November 2000
4.	The superintendent directs the chief of Police to evaluate annual drills on components of the crisis plan (beyond fire drills) for each school. The chief submits a written summary of the results of the drills and notifies the superintendent of instances of noncompliance.	December 2000 - June 2001

## **FISCAL IMPACT**

This recommendation could be implemented with existing resources.

# Chapter 12

## SAFETY AND SECURITY

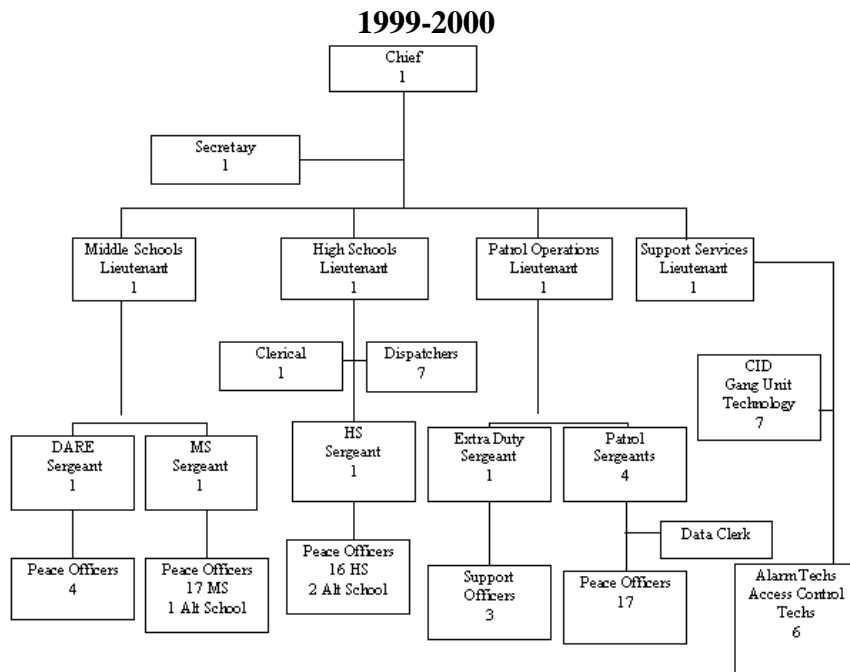
### SECURITY

A secure school environment requires comprehensive planning and appropriate policies and programs that address the needs of both the district as a whole and the unique situation of each school. In a secure district, schools are made aware of potential security hazards and have mechanisms to respond as necessary. In all of their efforts, schools are supported by a central office that takes security seriously.

The SAISD Police Department is organized as shown in **Exhibit 12-6**.

**Exhibit 12-6**

### Organization of the SAISD Police Department



*Source: SAISD, Police Department, January 17, 2000.*

This organization chart reflects authorized staffing for 1999-2000; it does not reflect numerous department vacancies, including one patrol sergeant, nine officers (one high school, one middle school, one middle school alternative center, five patrol, and one Criminal Investigations Division (CID) employee, and one access control technician. These positions have not been filled due to district budget constraints. Moreover, since June

1999, the department has eliminated five positions, including a sergeant, an assistant alarm lock foreman, a lead dispatcher, a dispatcher, and a telephone clerk/receptionist.

The department modifies its organization structure as needed to meet new or changing demands. For example, when the Drug Abuse Resistance Education (DARE) program was reinstated in January 1999 after a one-year hiatus, the department shifted officers from patrol to staff the program.

**Exhibit 12-4** provides an overview of the types of police calls made within SAISD over the past few years. SAISD has seen significant decreases in the areas of sexual offenses, arson, robbery, and burglary since 1995-96. In the areas of criminal trespass, disorderly conduct, education code violations, and bomb threat/false alarm offenses, however, the district has seen increases. Overall, the number of school calls for offenses to which the police department responded rose by 19 percent over the four years.

#### **Exhibit 12-4**

#### **SAISD Police Department School Calls**

#### **1995-96 Through 1998-99**

<b>Incident</b>	<b>1995-96</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>Percent Increase / (Decrease)</b>
Sexual Offenses	44	39	63	26	(41%)
Assault	645	746	804	788	22%
Arson	24	14	15	11	(54%)
Criminal Mischief	1,103	1,057	1,078	1,060	(4%)
Robbery	15	22	16	5	(67%)
Burglary	231	190	149	127	(45%)
Criminal Trespass	33	46	42	43	30%
Theft	500	620	628	489	(2%)
Disorderly Conduct	703	1,419	1,739	1,342	91%
Weapons Offenses	35	33	41	30	(14%)
Education Code Violation	58	175	184	122	110%
Warrant Executed	26	19	34	23	(12%)
Bomb Threat/False Alarm Offenses	15	18	34	63	320%
Narcotics Violation	266	289	302	282	6%

<b>Total</b>	<b>3,698</b>	<b>4,687</b>	<b>5,129</b>	<b>4,411</b>	<b>19%</b>
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*Source: SAISD, Police Department, 1999.*

## **FINDING**

The SAISD Police Department has made aggressive use of new technologies to improve district security. A new computer program, for instance, allows officers to search the department database and write reports on-line. For example, if a patrol officer stops a student for suspected misconduct, the officer can search the department database for other instances involving the student without having to ask a dispatcher. Supervisors can review reports on line and approve them without having to print them.

In the field, officers can access the department's database, run license plate checks, and search for warrants. School-based officers must rely on their individual schools for access to a computer; however, visits to 10 schools revealed that the school-based officers had adequate computer resources to connect with the department network.

The department's patrol cars are outfitted with laptop computers connected to the department network through wireless modem access with AT&T. AT&T considers this system unique among law enforcement agencies.

The patrol laptops have greatly expanded the capabilities of officers in the field. Officers no longer need to spend time at the end of a shift on paperwork documenting the activities of the shift. Instead, they can generate their reports throughout the shift, as calls occur. They also can access databases remotely, reducing demands on the dispatcher. This laptop technology is not in use in any of the surrounding jurisdictions, including the much larger San Antonio Police Department (SAPD).

SAISD also has developed an electronic interface with SAPD databases so that it can access those records. This interface is being successfully deployed even though SAPD uses different software. The district anticipates that within the next several years it will be able to provide on-line access and case review interchange with the District Attorney's office. The district also plans to develop electronically accessible versions of all the school crisis plans, which will be valuable tools in the event of emergencies. Finally, the district hopes to develop video interface capabilities that will allow situations to be monitored of situations as they occur, such as the ability to turn on a camera once a school alarm is tripped so that officers can review the situation remotely.

The databases maintained by the department are extensive and lend themselves to solid performance measurement. In addition to those maintained on offenders in the district, the department maintains records of all calls, where the calls occurred, who responded, and how long the call required. The department thus can track its workload over time, by shift. It monitors its overtime requirements closely and has taken steps to significantly reduce overtime. The department currently conducts some limited performance measurement, but maintains the data to allow for even more.

Finally, the SAISD Police Department section of the district's Web site has won numerous awards. It is an attractive site that provides extensive relevant information on safety and security matters.

### COMMENDATION

**The level of technology employed by the SAISD Police Department is far beyond that in use in most other school police forces and, in some cases, even beyond that in use by the San Antonio Police Department.**

### FINDING

In addition to state-mandated police academy requirements, new SAISD peace officers must complete a 10-week orientation program. After that, they join all district peace officers in completing about 80 hours per year of required in-service training. The state requirement is for 20 hours per year.

In 1998-99, officers completed an average of 98 hours of training, with individual totals ranging from 56 to 181 hours. Training included courses such as narcotics/gang updates, conflict management, officer fitness orientation, firearms qualification, tactical ground fighting, outlook computer training, criminal trial/gallery observations, and other offerings based on perceived needs. Offerings are developed with input from school administrators and the officers themselves. Several officers have attended specialized training to expand the capabilities of the department, including hostage negotiations and SWAT team tactics. **Exhibit 12-5** shows the average annual training hours for police officers in San Antonio ISD and the five peer districts.

**Exhibit 12-5**  
**Average Annual Training Hours for Police Officers**  
**1998-99**

District	Average Number of Training Hours
Austin ISD	80

Corpus Christi ISD	40
El Paso ISD	75
Fort Worth ISD	40
<b>San Antonio ISD</b>	<b>80</b>
Ysleta ISD	32

*Source: TSPR phone calls to comparison districts, 1999.*

## COMMENDATION

**The level and types of training required for SAISD police officers far exceed state requirements and contribute to a more effective and responsive force.**

## FINDING

SAISD's radio equipment was purchased more than a decade ago and has only one repeater (equipment used to boost radio signals to provide greater geographic coverage). Due to a lack of power, the district has many "dead spots"-areas in which radios are unable to communicate with each other or back to the dispatcher in the police headquarters. Radio coverage is limited inside most school buildings. This is especially common in the high schools because of their size and massive concrete and steel construction; yet the high schools are where most high-risk situations are likely to occur. The district also has very limited ability to communicate with other jurisdictions via radio, which is sometimes necessary when requesting backup assistance. Yet replacing the entire system would be expensive.

The City of San Antonio is in the process of replacing its entire radio communications system. This will be complete in about two years. SAISD already has begun discussions with the city to connect to that system as a lower-cost option than replacing its own system. An advantage to becoming part of this larger system, apart from the savings, would be an increased ability to communicate effectively with other jurisdictions when necessary.

Prior to making plans to join with the City of San Antonio, the district completed preliminary research into other options. Police personnel found that all of the options explored were extremely costly and tentatively reached the conclusion that the district would not have the funds to upgrade or replace the communications equipment within the next five years.

The district recently secured grant funds to purchase the laptop computers it uses in its patrol vehicles. Because the patrols primarily serve Title I schools, SAISD secured Title I grant funds for the purchase of these laptops, which greatly expand the capability of officers in the field.

**Recommendation 143:**

**Seek grant funding for the anticipated cost of new radios needed to take advantage of the new communication system being installed by the City of San Antonio.**

The district will have to purchase about 80 new radios at an approximate cost of \$5,000 apiece. However, just as the district was able to obtain grant funds to purchase its laptop computers, it should be able to do so for this purchase.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The chief of Police identifies a staff team to begin developing proposals to obtain grant funding for the anticipated cost of the new radios.	January 2001
2.	The Police Department's grant-writing team, working with other departments as appropriate develops proposals to obtain grant funding for the radios.	June 2001
3.	The chief of Police uses grant funds to obtain the new radios needed to tie into the new City of San Antonio communication system.	January 2002

**FISCAL IMPACT**

This recommendation would require the district to obtain grant funds of about \$400,000 to offset the cost of new radios.

**FINDING**

As noted in TSPR's *Keeping Texas Children Safe in School*, the goals and objectives of a solid prevention strategy include being proactive, not reactive; identifying roles and responsibilities; and preparing a comprehensive plan. Being proactive requires the district to deploy resources with a clear design related to the achievement of district goals. Clearly identified roles and responsibilities eliminate confusion and align the expectations of administrators, teachers, staff, and police officers regarding their respective security roles. A comprehensive plan requires the district to take a larger view of security, beyond individual school plans and into districtwide security concerns.



SAISD lacks a comprehensive plan to clearly outline a strategic direction for its police department, administrators, teachers, staff, and police officers in safety and security matters, and establish departmental goals and direction. Without such a plan, the department cannot function as effectively as it could. The department has numerous fairly general administrative procedures, but no plan that provides strategic direction.

The stated mission of the SAISD Police Department in the department procedures manual is:

"To develop productive citizens who respect themselves and others, assume responsibility for their choices and benefit society, while providing a safe, secure environment."

In the department's procedures manual, numerous 'belief and expectations' statements accompany the mission statement. However, these statements are not used by department personnel. Moreover, the chief told TSPR that a more current mission statement for the department is "helping our youth understand the importance of citizenship and character through their choices and conduct." This statement is used on business cards of some department personnel. The department's Web site also provides a mission statement:

"The Mission of the SAISD Police Department, a dynamic change agent in shaping our society, is to develop productive citizens who respect themselves and others, assume responsibility for their choices and benefit society, while providing a safe, secure environment."

In interviews, several department personnel noted a lack of concrete departmental mission and direction. This is partially due to the sometimes-conflicting expectations of the different administrators to which the chief has reported in the past, as noted previously. Another factor could be the shifting emphasis of the superintendents and boards of trustees under which the department has operated in the last few years. A clear example of shifting emphasis was the decision to eliminate the DARE program in 1997, followed by the decision to reinstate it late in 1998. An additional source of mission drift is the lack of a departmental strategic plan. Ideally, a department's strategic plan would be linked to the district's strategic plan and would define the organization's relationship to its environment, depend on inputs from a variety of functional areas, and provide direction for and constraints on administrative and operational activities throughout the organization. A strategic plan is not a collection of standard procedures for dealing with various departmental issues. Instead, it is a document that provides for strategic planned growth of the department.

Moreover, the SAISD Police Department has not established performance or cost-efficiency measures or completed formal evaluations of any of its programs. The district has not evaluated the department or any of its components either.

Each year, the department asks principals to provide feedback on the officers assigned to their schools. This evaluation asks the principal to rate the quality of service provided by the officer; how often the officer's supervisor visited the campus; whether the principal would like to have the officer return the following school year; and whether the principal has any general comments or concerns regarding the quality of the Police Department. This evaluation is not directly used in personnel evaluations, but is considered by supervisors. These evaluations also could form part of regular departmentwide evaluations.

Performance and cost-efficiency measurements allow program leaders, the school board, and the public can determine the success of a district program. Performance measures provide stakeholders with information on program quality and performance, enabling them to assess whether goals and objectives are being achieved. Cost-efficiency measures provide stakeholders with information on program efficiency enabling them to assess whether goals and objectives have been achieved in the most frugal way feasible.

Without a comprehensive set of performance and cost-efficiency measures for each major program, the district cannot answer such questions as:

- Should the district increase or decrease funding to a program?
- Are district services being provided in the most cost-efficient manner?
- How could the district save money?
- What programs should be eliminated because of poor performance?
- Should the district implement a new program?
- Should the district outsource services provided by the program?

#### **Recommendation 144:**

**Develop a comprehensive security plan and a police department strategic plan including performance and cost-efficiency measures.**

Simply put, strategic planning addresses these three questions: Where are we today? Where are we going? and How do we get there? Ultimately, a good strategic plan will incorporate an environmental or situation analysis, a mission statement, long-term goals, measurable objectives, and strategies to achieve those goals. It also will draw upon a district-level

comprehensive safety and security plan. A departmental strategic plan for the approval of either the board or a high-level administrator would reduce mission drift and clarify the direction in which the department plans to go.

The district's comprehensive security plan should clearly outline what it wants to accomplish in the areas of safety and security and delineate the expected responsibilities of each staff group. A strategic plan should be the guiding document of the police department. It should contain a mission statement, long-term goals, measurable objectives, and strategies to achieve goals. Stakeholders should be kept informed regarding the performance of the department through regular evaluations that compare actual performance to performance and cost-efficiency measures.

These measures are easy to use, inexpensive to implement, and easy for the public to understand. They link inputs, outputs, and outcomes, and also link performance to program costs. Together, they measure every major aspect of the functions and responsibilities of the police department.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	With the input of the chief of Police, the superintendent develops a comprehensive district security plan that includes prevention, intervention, and enforcement components. The comprehensive plan includes districtwide safety and security issues, staff expectations, and long-term goals.	May 2000
2.	The board reviews, modifies as necessary, and approves the comprehensive district security plan.	July 2000
3.	Based on the security plan, the police department develops a department strategic plan. The strategic plan includes an environmental analysis, a mission statement, long-term goals, measurable objectives, and strategies to achieve goals that is consistent with the district's strategic plan.	December 2000
4.	The chief of Police identifies appropriate performance and cost-efficiency measures.	December 2000
5.	The chief of Police develops an annual report on the department's major programs based on the performance measures.	June 2001 and Ongoing

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

**FINDING**

The district's Transportation Department completes much of the repair and maintenance work required for the district's police vehicles. Mechanics report that they have on occasion found weapons and ammunition in the trunks of the cars they service, and that it is not uncommon to find ammunition unsecured. The Police Department has one supervisor assigned to coordinate maintenance who periodically inspects vehicles sent for maintenance. He has not reported finding any weapons during these inspections. The district did not have any documentation concerning weapons and ammunition found in vehicles being serviced.

However, during a visit to the district motor pool, the review team saw ammunition on the floor in the rear of a truck used to secure ammunition in the motor pool. Though the vehicle was locked, several rounds were visible on the floor. This inattention to security is especially troubling given that private vendors perform some of the maintenance and repair tasks. The district places itself at risk of theft of weapons and ammunition.

Weapons and ammunition should be secured at all times and removed from a police vehicle when it is taken for service. Department Procedure 2.2C requires patrol officers to remove their personal property from vehicles at the end of their shift; this would include firearms and ammunition.

**Recommendation 145:**

**Remove all weapons and ammunition from patrol cars that are not in service and store them properly in a secure arms room.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The sergeant responsible for coordinating the service and repair of patrol vehicles inspects every vehicle before it is serviced to ensure that no weapons or ammunition are left in vehicles.	August 2000
2.	If the sergeant fails to find evidence that weapons and ammunition are being left in vehicles unsecured, the sergeant then begins periodic random inspections.	January 2001

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

**FINDING**

By district policy, SAISD police are required to be present during all school athletic events. Officers also may be requested for other school

events such as open houses, PTA meetings, pep rallies, school dances, and graduations. Officers who have volunteered for overtime work fill these special assignments on a rotating basis. For these assignments, officers are paid time-and-a-half provided they have reached 40 hours of work during the week; otherwise they are paid at their regular hourly rate. The overtime cost of security at special school events is billable to the school that requests it; the security cost for athletic events is not billable to the schools and instead is borne by the police department budget.

In addition, officers may receive overtime pay for other special assignments, such as providing security during board meetings, making community presentations, or working regular overtime on late calls or patrols. These overtime hours are not billable to a school account and are borne by the police department budget.

In the last year, the police department has not filled several vacancies, including one vacancy among school officers for middle schools, one among the officers for the alternative schools, one among the officers for high schools, five patrol officers, a sergeant position for the CID/Gang unit, a patrol sergeant, and an alarm technician. Moreover, the district, in reinstating the DARE program in January 1999, reallocated four peace officers and one sergeant from other department duties to staff DARE.

**Exhibit 12-7** shows the number of overtime hours police personnel have worked for each of the past four years. As the exhibit shows, in 1998-99 the department ended a trend of increasing amounts of overtime and reduced the overall overtime level to nearly that of 1995-96. From 1997-98 to 1998-99, the department reduced its overtime by nearly 2,000 hours. The department has been able to accomplish this through better allocation of special assignments, including changing arrest procedures; pulling officers from internal operations to cover patrols; and changing mail and campus patrol requirements.

**Exhibit 12-7**  
**Police Overtime Hours for the Last Four Years by Type of Overtime**

<b>Overtime Account</b>	<b>1995-96</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>% Change</b>
School Athletic Events	9,906.5	9,450.5	10,035.8	9,774.8	-1.3%
Non-athletic School Events	2,915.8	3,430.0	3,560.2	3,048.0	4.5%
Administration	212.8	76.0	61.2	59.8	-71.9%
Alarm Work	438.2	839.0	680.0	364.0	-16.9%
Board Meetings	122.0	15.0	238.0	250.0	104.9%
Community Presentation	139.8	120.5	31.0	0	-100.0%
Court	40.5	28.0	59.0	42.0	3.7%

Central Office Parking	194.5	246.5	144.0	129.5	-33.4%
Dispatcher	712.2	722.2	795.5	924.0	29.7%
DARE/GREAT	246.0	219.0	0	4.0	-98.4%
DOS Meeting	11.0	10.4	90.5	47.5	331.8%
Firing Range	9.0	212.0	14.5	0	-100.0%
Gangs	109.0	193.5	237.0	108.5	-0.5%
Investigations	157.5	142.2	353.8	241.0	53.0%
Late Calls	785.0	715.2	727.5	702.5	-10.5%
Late Mail	308.2	412.0	458.0	256.5	-16.8%
Lock Work	59.5	254.5	535.0	35.0	-41.2%
Patrol	2,051.8	4,380.8	2,712.8	2,231.5	8.8%
Patrol Supervision	1,591.5	1,086.5	1,097.5	1,016.5	-36.1%
Research	451.0	350.0	356.0	192.0	-57.4%
Special Coverage	2.0	346.5	821.2	425.8	21,190.0%
Special Event Coordination	275.0	1.0	12.5	0	-100.0%
Surveillance	41.0	31.0	45.0	44.0	7.3%
Training	117.0	121.0	58.5	158.0	35.0%
Title I Schools	0	0	644.5	1,740.5	1,740.5%
Other	245.5	111.3	116.5	93.5	-61.9%
<b>Total</b>	<b>21,142.3</b>	<b>23,514.6</b>	<b>23,885.5</b>	<b>21,888.9</b>	<b>3.5%</b>

*Source: SAISD, Police Department, 1999.*

In 1998-99, the overtime costs for the three most common types of overtime-school athletic events, school non-athletic events, and patrol-were \$256,976, \$79,789, and \$52,045, respectively. Total overtime costs for the department that year were \$567,437, or approximately \$25.92 per hour of overtime.

**Recommendation 146:**

**Hire three peace officers for extracurricular events and for regular patrols, and reduce overtime costs for school events.**

SAISD should hire three additional peace officers to provide a police presence during school events and as needed for patrol support. While no efficient organization can eliminate all overtime needs, three additional peace officers should allow the district to significantly reduce its overtime requirements. The three officers should be hired into "athletic/patrol" positions, with the understanding that their primary assignment will be school events and supporting patrol needs.

Alternatively, the district could hire security guards from an outside firm for approximately \$15 per hour. However, this would be more limiting than hiring officers, as security guards would be unable to carry firearms. No other district in the San Antonio area uses security guards in schools.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent and board authorize three additional peace officer positions.	October 2000
2.	The chief of Police fills the three additional peace officer positions.	December 2000
3.	The chief of Police begins allocating the three new peace officers to school events and patrol activities based on need.	January 2001

### **FISCAL IMPACT**

The cost to hire three additional peace officers is \$124,008 (\$35,330 salary x \$6,006 or 17 percent benefits x 3 = \$124,008). Overtime cost for peace officers is \$25.92/hour, a difference of \$5.05/hour over the regular hourly rate of \$19.87/hour for peace officers. Assuming each of the three new peace officers would work 1,960 hours a year (with allowances for vacation and sick leave), the savings would equal the reduction in overtime hours times the extra overtime increment of \$29,694 annually (1,960 x 3 x \$5.05).

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Hire three peace officers for extracurricular events and for regular patrols, and reduce overtime costs for school events.	\$19,796	\$29,694	\$29,694	\$29,694	\$29,694

### **FINDING**

SAISD assigns full-time peace officers to secondary campuses regardless of student population or the rate of incidents. Each of the eight high schools is assigned two officers; one vacancy exists at present. Each of the 17 middle schools is assigned one campus officer, as are each of the three alternative education centers. High schools vary in student enrollment from 1,563 to 2,537 (1998-99 figures). Middle schools vary in student enrollment from 598 to 1,355. Placing officers at schools without consideration of student enrollment creates the potential for disproportionate workloads, as officers at larger schools have to contend with a greater number of students.

Of greater concern is the deployment of school-based officers without regard to the rate of incidents on each campus. **Exhibit 12-8** provides the number of three types of calls for each high and middle school in 1998-99- criminal offenses, incidents (such as a disturbance or a suspicious person report), and service (such as an unsecured door or traffic detail). As the exhibit shows, the schools do not have similar annual rates of police calls. At some middle schools, the number of incidents is so low that a full-time officer may be unnecessary.

**Exhibit 12-8**  
**Three Types of Offenses by High and Middle Schools in SAISD**  
**1998-99**

School	Offenses	Incidents	Service	Total	% of Total District Offenses
<i>High Schools</i>					
Brackenridge	231	191	118	540	16%
Burbank	133	64	150	347	11%
Edison	155	52	138	345	11%
Fox Tech	218	83	130	431	13%
Highlands	109	29	171	309	9%
Houston	92	37	103	232	7%
Jefferson	319	188	241	748	23%
Lanier	142	81	99	322	10%
<b>Total</b>	<b>1,399</b>	<b>725</b>	<b>1,150</b>	<b>3,274</b>	<b>100%</b>
<i>Middle Schools</i>					
Connell	151	30	81	262	5%
Cooper	150	63	87	300	6%
Davis	69	25	41	135	3%
Wheatley	106	46	65	217	5%
Harris	144	85	84	313	7%
Irving	188	56	474	718	15%
Longfellow	105	49	104	258	5%
Lowell	59	23	46	128	3%
Mann	169	63	95	327	7%
Page	217	59	84	360	7%
Poe	58	15	67	140	3%
Rhodes	92	17	56	165	3%
King	90	25	57	172	4%



Rogers	91	36	110	237	5%
Twain	198	102	118	418	9%
Whittier	238	45	84	367	8%
Tafolla	114	36	135	285	6%
<b>Total</b>	<b>2,239</b>	<b>775</b>	<b>1,788</b>	<b>4,802</b>	<b>100%</b>

Source: SAISD, Police Department, 1999.

**Exhibit 12-9** shows the breakdown for all four classifications of incidents for 1998-99 at each school level (the fourth category, "alarms," are responses to alarms that have been tripped at the schools). While elementary schools have relatively low levels of offenses in comparison to middle and high schools, they do have a comparable number of "incidents." The category "incidents" includes motor vehicle accidents, fires reported, damage to property, gang contact, disturbance, missing person, safety hazard/violation, and suspicious persons, vehicles, and activities. Moreover, "service" calls and scheduled "patrol-bys" are higher for elementary schools than for middle and high schools.

**Exhibit 12-9**  
**SAISD Police Department School Calls by Type**  
**1998-99**

School Level	Offenses	% of Total Type	Incidents	% of Total Type	Service	% of Total Type	Alarms	% of Total Type	Total
High School	1,399	33%	725	33%	1,150	20%	1,981	25%	5,255
Middle School	2,239	52%	775	35%	1,788	31%	2,226	28%	7,028
Elementary School	638	15%	720	32%	2,772	49%	3,805	47%	7,935
<b>Total</b>	<b>4,276</b>		<b>2,220</b>		<b>5,710</b>		<b>8,012</b>		<b>20,218</b>

Source: SAISD, Police Department, 1999.

As noted in TSPR's *Keeping Texas Children Safe in School*, safe school districts "have individuals in the right place and at the right time to intervene." It seems obvious that security resources would be allocated according to need, but many Texas districts do not do so. TSPR has found in several previous reviews that "many school districts concentrate resources at the high school level only to find that the real trouble is

occurring at their middle schools, and that virtually fewer resources are available for elementary schools."

Anecdotal evidence from SAISD staff supports this conclusion. Several DARE officers believe that their program would be more effective if targeted to elementary school students. Department officers in a TSPR focus group provided several examples of problems in elementary schools that are not being addressed effectively. The department gang unit has documented gang members as young as eight. SAISD's 65 elementary schools experienced an average of 10 offenses each in 1998-99.

SAISD's peers use similar methods for deploying officers in their schools. El Paso ISD places officers only on high school campuses, while Corpus Christi ISD deploys one officer in each high school and middle school. One of the comparison districts for this analysis, Ysleta ISD, deploys school officers based on district feeder patterns. Ysleta ISD also has a security coordinator at each high school who is responsible for providing security at all schools in each feeder pattern, which includes all elementary, middle, and high schools in a specific geographic location.

**Recommendation 147:**

**Redeploy school-based peace officers annually based on demonstrated need.**

Where policing resources are stretched thin, it is counterproductive to assign peace officers to schools that do not have a demonstrated need. It would be more effective to divide resources among geographic groupings of schools, particularly along feeder school patterns, and provide police presence on each campus as necessary to maintain a safe learning environment. Realigning these peace officers along feeder school patterns also would require a change in the title and job description of the lieutenants and sergeants supervising campus-based officers. Instead of one sergeant and one lieutenant responsible for all middle school officers and one sergeant and one lieutenant responsible for all high school officers, each pair of supervisors would be responsible for a group of elementary, middle, and high schools.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent notifies schools that school officers will be allocated on the basis of need and may be moved throughout the year as needs change, starting with the 2001-02 school year.	June 2000
2.	The chief of Police modifies the titles and job descriptions of the middle schools' lieutenant and sergeant and the high schools'	June 2000

	lieutenant and sergeant to reflect the new feeder pattern responsibilities.	
3.	The Police Department develops a method for allocating resources to campuses based on need.	June 2000
4.	The Police Department begins allocating police officers to school assignments based on need.	August 2000

### **FISCAL IMPACT**

This recommendation could be implemented with existing resources.

### **FINDING**

The SAISD DARE program started in 1990. At that time, the San Antonio Police Department (SAPD) offered DARE to elementary school students in the district. SAISD wanted to supplement that program, so it began offering components of DARE in its middle schools for grade six students. In order to staff the SAISD program, DARE-certified officers in the district department provided the training as an additional duty. In 1995, the program included 39 officers. In 1997, the program was eliminated, but was resumed in January 1999. Although the SAPD discontinued its own DARE program several years ago, SAISD's DARE program is still offered to students in grade six. Department staff and community members, however, believe that this age group is too old and the program might have a stronger impact with elementary school students.

Four peace officers and one sergeant work full-time in the DARE program. They teach once a week in 16 of the 17 middle schools (individual principals decide whether to have the program in their schools). Students receive the training for a full semester; due to staffing constraints, they may receive the training in either the first or second semester of the year.

To compensate the department for staffing DARE with five full-time officers, the district allocated additional positions to the police department. However, it has not allowed the department to fill any new or vacant positions for more than a year. Consequently, DARE officers were pulled from patrol duties and the number of officers on patrol shifts decreased to just two.

Several department staff, including those working in DARE, expressed doubt as to whether the program has a measurable impact on students. This concern has been mirrored in national studies that have shown little demonstrable benefit to the DARE program. SAISD has expanded the original DARE syllabus to include an anti-gang and violence message

along with the anti-drug message. The syllabus also includes elements of positive decision-making and self-esteem development. However, the district, like the national studies, has not discerned any measurable impacts from the program. Officers noted the importance of developing a positive relationship with students and the opportunity DARE provides to do this, but the district has not completed any evaluation of DARE to document its benefits.

Outside the DARE program, several school-based officers have developed informal relationships with feeder elementary schools and visit them regularly. At one elementary school, a middle school officer teaches a short class each week on character-building themes. Several patrol officers also have developed relationships with elementary schools. Patrol officers who are called frequently to assist at an elementary school sometimes take it upon themselves to follow up regularly. These actions demonstrate that the officers see a need for a greater police presence in elementary schools, particularly in a non-threatening positive role.

Currently, the district spends \$234,000 annually on the DARE program, including approximately \$234,000 in salaries and benefits for four officers and one sergeant and \$19,000 for other expenses.

**Recommendation 148:**

**Revise the DARE program to target elementary school students, conduct annual program evaluations and, based on evaluation results, obtain grant funding to continue the program.**

Given the doubts raised at the national level concerning the efficiency of the DARE program, SAISD's program should be revised substantially to target elementary school students and include a component of program evaluation. It may be that the modified DARE curriculum in use has a strong impact on students in the district, national findings notwithstanding. However, this cannot be known until the district completes a program evaluation.

If after a year-long evaluation the district finds that it can measure no positive impact from the DARE program, the program should be eliminated and officers providing the program should be reassigned to beefing up the department's campus presence.

If, on the other hand, the district finds that the DARE program does have a positive impact, the program should be continued with the use of grant or federal funds. Districts in other states routinely obtain federal funding for their DARE programs.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chief of Police directs the DARE sergeant to develop a revised curriculum suitable for elementary students and develop an evaluation component for the program.	June 2000
2.	The chief of Police works with elementary school principals to develop a strategy for providing DARE in all elementary schools.	July 2000
3.	The Police Department begins offering DARE at the elementary school level.	August 2000
4.	The chief of Police completes the evaluation of the DARE program.	June 2001
5.	The chief of Police presents the results of the evaluation to the superintendent and board for review.	July 2001
6.	Based on the year-long evaluation, the superintendent determines whether to continue the DARE program or to reallocate police services elsewhere.	July 2001

## FISCAL IMPACT

The DARE evaluation could be completed with existing resources. If at the conclusion of the evaluation the district decides to continue DARE, it should obtain grant or federal funding to do so. This would represent a significant savings for the district, beginning with the 2001-02 school year.

The savings were derived by eliminating four officers, one sergeant (\$35,330 plus 17 percent benefits or \$41,336 x 4 = \$165,344, and \$43,179 plus 15 percent benefits or \$49,656), and \$19,000 for expenses.

Recommendation	2000-01	2001-02	2002-03	2003-04	2004-05
Revise the DARE program to target elementary school students, conduct annual program evaluations, and based on evaluation results obtain grant funding to continue the program.	\$0	\$234,000	\$234,000	\$234,000	\$234,000

# Chapter 12

## SAFETY AND SECURITY

### STUDENT DISCIPLINE

Every Texas school district is required to create a foundation for student discipline through the adoption of a student code of conduct. The code must establish standards for student behavior and comply with the provisions of the Texas Education Code.

The SAISD *Code of Student Conduct, 1999-2000*, is distributed widely throughout the district. It is a part of the *SAISD Parent-Student Handbook*; parents and students must sign that they have read and understand the code and the handbook. Administrators and staff review changes to the code annually. The code groups offenses into four levels, from Level I for minor offenses, such as violating dress code standards and disrupting classes, to Level IV for criminal offenses, such as possessing a firearm and selling drugs.

**Exhibit 12-10** lists the conduct code offense levels and the types of punishment that may be administered for code infractions.

**Exhibit 12-10**  
**Student Code of Conduct Infraction Levels and Punishments**  
**1999-2000**

Level	Illustrative Offenses	Permissible Punishments
I	Violating dress code Leaving school without permission Possessing matches Disrupting classes	Suspension, both in-school and outside Detention Saturday school Withdrawal of privileges
II	Engaging in verbal abuse Insubordination Pulling a fire alarm as a prank Using mace or pepper spray	Suspension, both in-school and outside Detention Saturday school Withdrawal of privileges
III	Selling or possessing drugs Possessing a knife Disrupting classes repeatedly	Suspension Placement in an Alternative Education Program
IV	Possessing a firearm Committing arson Retaliating against a school employee Murder	Placement in an Alternative Education Program Expulsion

*Source: SAISD, Parent-Student Handbook, 1999-2000.*

### FINDING

Although SAISD has adopted a single Code of Student Conduct for all its schools, it is implemented inconsistently throughout the district. This was raised as a concern during public forums, in a focus group with SAISD peace officers, at a recent board meeting, and in numerous interviews with SAISD police staff. It was also noted in the TSPR survey of district administrators and support staff, principals/assistant principals, teachers, and parents, conducted as part of this review. Among these groups, 30 percent of administrators/support staff, 4 percent of principals/assistant principals, 50 percent of teachers, and 24 percent of parents do not believe that students receive fair and equitable discipline for misconduct.

**Exhibit 12-11** shows the number of offenses, by level, for each of the high schools in 1998-99. Although Houston High School is perceived by many district employees to have greater student discipline problems than other high schools, it only comprised 7 percent of all reported code violations in 1998-99. This discrepancy was supported by anecdotal evidence from district employees who stated that many schools do not worry about punishing students with lesser offenses.

**Exhibit 12-11**  
**Number of Offenses in SAISD High Schools by Code of Conduct Level**  
**1998-99**

Campus	Code of Conduct Violation Level				Total	Percent of Total
	I	II	III	IV		
Brackenridge	1,439	651	330	4	2,424	21%
Burbank	1,011	460	97	6	1,574	14%
Edison	689	678	140	3	1,510	13%
Fox Tech	935	352	70	6	1,363	12%
Highlands	436	614	335	10	1,395	12%
Houston	302	344	144	7	797	7%
Jefferson	686	428	317	10	1,441	13%
Lanier	362	438	129	4	933	8%
<b>Total</b>	<b>5,860</b>	<b>3,965</b>	<b>1,562</b>	<b>50</b>	<b>11,437</b>	<b>100%</b>

*Source: SAISD, Research and Testing Services, 2000.*

**Exhibit 12-12** provides the same data for the district's middle schools. In this case, the data are distributed more equally throughout the middle schools. However, the variation in the number of reported Level I

offenses, ranging from a low of just 50 to more than 400, casts doubt on the consistency of reporting by school principals.

**Exhibit 12-12**

**Number of Offenses in SAISD Middle Schools by Code of Conduct Level**

**1998-99**

Campus	Code of Conduct Violation Level				Total	Percent of Total
	I	II	III	IV		
Connell	202	378	140	0	720	9%
Cooper	413	355	43	0	811	10%
Davis	246	498	51	6	801	10%
Harris	142	190	26	3	361	4%
Irving	80	202	20	1	303	4%
Longfellow	261	453	44	0	758	9%
Lowell	82	166	15	0	263	3%
Mann	50	169	23	0	242	3%
Page	365	446	82	2	895	11%
Poe	280	185	23	0	488	6%
Rhodes	55	165	37	0	257	3%
Rogers	358	472	153	0	983	12%
Twain	287	218	47	1	553	7%
Wheatley	119	207	81	1	408	5%
Whittier	127	280	74	1	482	6%
<b>Total</b>	<b>3,067</b>	<b>4,384</b>	<b>859</b>	<b>15</b>	<b>8,325</b>	<b>100%</b>

*Source: SAISD, Research and Testing Services, 2000.*

As noted by TSPR's *Keeping Texas Children Safe in School*, safe school districts establish clear expectations for students, parents, teachers, and administrators and apply them *consistently*. While the SAISD Code of Conduct complies with law and is fairly clear, it is not applied consistently. This became evident during TSPR public forums. Comments included:

- "Student discipline policies are not enforced on everyone. Administration picks and chooses who will get punished or not."



- "District must enforce policy concerning discipline of students. When the district takes it serious the students will take it serious."
- "Consequences at the district level need to be enforced. What happened to the zero tolerance in the schools?"
- "District policies not enforced consistently...Too many disruptive students allowed to continue their actions."

Comments of this type were echoed repeatedly by school-based police officers, who noted that it is often pointless to pursue enforcement of many aspects of the code of conduct because it will not be supported by administrators in the central office. District administrators indicated they had concerns as to whether principals were implementing the code of conduct consistently.

Compounding these apparent inconsistencies in the application of the code, district police said that principals frequently ask them to intervene in matters of classroom discipline or conduct code violations that are not part of a criminal violation. While officers are not prohibited from intervening in such situations, several believe that principals are pushing an inappropriate portion of the discipline burden on them. An officer at one school is required by the principal to assist in daily dress code inspections. An officer at another school is required to stand guard in a bathroom during class changing periods. A teacher or administrator could just as easily fulfill both of these functions. Several officers said that they have been called repeatedly to the classrooms of specific teachers to settle an unruly student, and that the teacher and administrators could and should have handled these situations on their own.

In compliance with Section 21.451(1) of the Texas Education Code, the district recently conducted mandatory training in student discipline for all campus administrators, some teachers, and other district employees who have roles dealing with student discipline issues. This training was completed in October 1999. Nevertheless, it seems apparent that ongoing training efforts are necessary as well.

#### **Recommendation 149:**

##### **Provide additional training to principals on discipline management.**

SAISD should provide additional training in the interpretation of the student code of conduct, increase support for school administrators who are enforcing the code, and provide the board with monthly reports on the outcomes of conduct and criminal violations. Because there principals and other school administrators appear to exhibit a good deal of confusion concerning the difference between conduct and criminal violations, district police staff should be responsible for providing this training. One specific

area in which it seems clear that conduct is enforced inconsistently is the newly implemented dress code.

To reinforce the importance of consistent discipline throughout the district, SAISD should provide its board with a monthly report that details each conduct and criminal citation and the outcome. For comparative purposes, the report should be organized by school. At the end of each school year, the board also should receive an annual summary.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent directs the chief of Police and the administrative officer for discipline to jointly develop training on the interpretation of the student code of conduct, the role of police officers versus school administrators, and the difference between conduct and criminal violations.	June 2000
2.	The chief of Police and district police officers provide the training during in-service training sessions at the beginning of the school year.	July 2001
3.	The superintendent directs the administrative officer for discipline to development a monthly report on conduct and criminal citations and violations. The report is organized by school and shows the outcome of each violation.	June 2000
4.	The superintendent provides the monthly report to the board for review.	August 2000 and Ongoing

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

**FINDING**

SAISD schools experience a decline in average attendance from elementary to high schools. In 1998-99, elementary schools had an average daily attendance of 96.1 percent of enrollment; middle schools 93.7 percent; and high schools 90.9 percent. Among middle schools, attendance varied from 91.2 percent to 95.4 percent; among high schools attendance varied from 89.1 to 92.7 percent. **Exhibit 12-13** shows the attendance rates for each of SAISD's middle and high schools.

**Exhibit 12-13**  
**SAISD Percent Attendance in Middle and High Schools**  
**1998-99**

Campus	Average Daily Membership	Average Daily Attendance	Percent Attendance
Connell	695.8	655.5	94.2%
Cooper	554.6	512.4	92.4
Davis	1,115.2	1,056.6	94.7
Wheatley	708.0	660.5	93.3
Harris	625.4	585.8	93.7
Irving	997.6	942.7	94.5
Longfellow	804.7	752.2	93.5
Lowell	617.8	587.9	95.2
Mann	683.8	652.0	95.4
Page	750.1	683.8	91.2
Poe	840.5	778.5	92.6
Rhodes	510.8	485.1	95.0
King	462.6	429.5	92.8
Rogers	934.1	876.3	93.8
Tafolla	1,177.5	1,103.7	93.7
Twain	873.1	817.9	93.7
Whittier	853.3	793.2	92.8
<b>Total, Middle Schools</b>	<b>13,205.0</b>	<b>12,373.6</b>	<b>93.7%</b>
Brackenridge	2,183.6	2,021.3	92.6
Burbank	1,436.6	1,290.3	89.8
Edison	1,692.9	1,538.8	90.9
Fox Tech	1,552.1	1,436.0	92.6
Highlands	2,047.5	1,870.1	91.4
Houston	1,240.4	1,105.7	89.1
Jefferson	1,854.2	1,670.6	90.1
Lanier	1,611.9	1,450.6	90.0
<b>Total, High Schools</b>	<b>13,619.2</b>	<b>12,383.4</b>	<b>90.9%</b>

*Source: SAISD, Attendance Statistical Report, July 1999.*

SAISD employs eight full-time visiting teachers in its efforts to combat truancy. All have at least master's degrees with additional certification. All but one are assigned to a district high school and to the schools assigned to

the that high school's feeder pattern. The eighth is assigned to handle truancy court cases half-time as well as serving one high school.

According to the SAISD Code of conduct, schools are required to refer to the visiting teachers any students who have three or more unexcused absences during any four-week period. Prior to that point, schools are required to make their own efforts to get truant students back into school, primarily through phoning their homes. Once the principal or designated administrator refers a student to the visiting teachers, the teachers attempt to contact the student and his parents. In 1998-99, 15,921 students were referred to the truancy program. The teachers made 17,767 home visits, an average of 11 visits per day per teacher. In these visits, the teacher will meet with the student and parents and explain the importance of attending school and the legal consequences of not attending. District staff reports that, in most cases, parents are aware of the students' unexcused absences. Often, the teacher will provide referrals for social services and request the assistance of a social worker when necessary.

However, the TSPR survey of district administrators and personnel and parents found disagreement as to whether parents are immediately notified if a child is absent from school. In all, 31 percent of administrators/support staff, 28 percent of principals/assistant principals, 31 percent of teachers, and 25 percent of parents do not believe that parents are immediately notified when children are absent.

If the student fails to attend school after a meeting with a visiting teacher, the truancy teacher delivers a final warning letter to the student, indicating that the district will take the student, or the parents if the child is under age, to court if the student does not attend school as required by law. In 1998-99, teachers delivered 5,184 final warning letters. Of these, the district pursued 4,144 court cases against 1,878 families (the district files against both the student and parent when possible). The typical outcome of the court cases is a fine, usually levied against the parents. In 1998-99, more than \$40,000 was returned to the district in fines.

In Travis County, the Austin and Del Valle Independent School Districts established a community-based collaborative effort to combat truancy called the Absent Students Assistance Project (ASAP). ASAP uses district representatives and county constables to visit the homes of students whose absences are unexcused and investigate the reason for the absence. The home visit also allows the district representative or constable to talk with the student's parents about the student's absences; determine if factors causing the absences can be addressed through school or other community programs; and provide the student and parents with appropriate referrals to such programs to help them cope with attendance problems. ASAP targets middle and high school students since they tend to have higher truancy

rates than elementary students. In 1995-96, ASAP improved attendance rates among middle school students by 1.3 percent.

**Recommendation 150:**

**Establish procedures to improve ADA and attendance rates.**

The district could accomplish this recommendation by reducing the threshold for involving visiting teachers with truants and requiring SAISD police officers to deliver final warning letters. By reducing from three to two the number of unexcused absences required before the truancy teacher is called, the district could increase its effort to combat truancy.

By using existing police officers to make home visits and deliver final warning letters, parents and students will be reminded more forcefully of the necessity to attend school and the serious nature of truancy. With the addition of two officers to coordinate the effort, patrol officers and their shift sergeants could accommodate home visits during their regular work day. The district could conduct 23 visits per day (5,000/220 days including weekend patrols = 23 visits per day) with the help of existing officers and by hiring two additional peace officers. The district has officers on regular patrol, which also could handle a few visits per day.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent and the board approve a change to district policy, requiring schools to notify the truancy program whenever a student has two unexcused absences in any four-week period.	July 2000
2.	The superintendent directs the chief of Police to begin working with the visiting teacher program and to provide officers to participate in home visits to truants.	July 2000
3.	The chief of police hires two peace officers to handle truancy visits.	August 2000
4.	The chief of Police appoints a sergeant to oversee the program within the police department.	August 2000
5.	The police sergeant coordinates the efforts of regular patrol officers and one dedicated peace officer in visiting homes of truants.	September 2000 and Ongoing

**FISCAL IMPACT**

Assuming SAISD is able to increase its ADA in its middle and high schools by one percent based on its 1998-99 ADA figures shown in **Exhibit 12-16**, the district could return 247.5 students per day to the regular classroom ( $24,757 \times .01 = 247.5$ ). School districts collect \$13 to \$15 per day for every student attending school. Using the minimum average daily attendance figure, SAISD could collect \$579,150 annually in additional state funds ( $247.5 \text{ students} \times \$13 \times 180 \text{ days} = \$579,150$ ). TSPR conservatively estimates a 20 percent reduction in truancy for the first year or \$115,830 ( $24,757 \times .002 = 49.5 \text{ students} \times \$13 \times 180 \text{ days} = \$115,830$ ).

By having final warning letters delivered to students by SAISD peace officers, the visiting teachers should be freed from about 5,000 home visits per year. This should allow them to accommodate any increase in initial visits resulting from reducing the number of unexcused absences from three to two.

Two peace officers should be hired to conduct most of the home visits. This assignment could be accomplished on a rotating basis, but would require the efforts of two full-time positions. Therefore, the district should allocate funds for two additional peace officers at a salary of \$35,330 plus 17 percent benefits or  $\$6,006 \times 2$ , for a total of \$82,672.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Establish procedures to improve ADA and attendance rates.	\$33,158	\$496,478	\$496,478	\$496,478	\$496,478

**FINDING**

Schools across the nation are using uniforms as a way to deter gangs, improve student discipline and enhance the learning environment.

**COMMENDATION**

**SAISD's use of uniforms throughout the district has improved student behavior, deterred gangs and enhanced the learning environment.**

**FINDING**

The SAISD dress code was adopted in 1998-99. The *SAISD Parent-Student Handbook* details the uniform requirements, which include a khaki bottom garment (shorts, skirt, skort, jumper, or trousers) and a white upper garment (long- and short-sleeved shirts, as long as they have a collar). The

uniform code also specifies how the clothes must fit (essentially, not too baggy), the acceptable length of shorts, skorts, and jumpers, and general grooming requirements (no visible body piercing other than earrings or unconventionally colored hair). Violating a dress code standard is a Level I offense and is punishable with suspension or detention after a third offense. Repeated dress code offenses may result in more serious disciplinary action. The district has a uniform assistance program for families who qualify.

Principals, teachers, police officers, and district administrators are very positive about the dress code. Several employees noted improvements in student behavior; some noted the dress code made it easier for poorer students to blend in with their more affluent counterparts. Officers noted that uniforms made it easier to identify intruders on school grounds.

Although the uniform policy is having a positive impact, the enforcement of the dress code is inconsistent. In some schools, for example, students had:

- skirts much shorter than the required maximum of three inches above the knee;
- hair colors of red, blue, and green;
- shirts without collars, often T-shirts;
- shirts untucked;
- capri pants and bell bottoms; and
- oversized, baggy, and saggy pants, as well as cargo pants.

Allowing students to violate the dress code reduces the integrity of the entire code of conduct. If students can ignore the dress code without penalty, they tend to believe they can ignore other aspects of the code of conduct.

**Recommendation 151:**

**Enforce the dress code in all schools.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent meets with the principals to explain the importance of enforcing the dress code and the consequences for violating the code.	July 2000
2.	The superintendent directs the administrative officer for discipline to conduct regular spot checks of campuses for compliance with dress	September 2000 And Ongoing

code standards. The superintendent reviews the reports from these visits.	
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**FISCAL IMPACT**

This recommendation could be implemented with existing resources.



# Chapter 12

## SAFETY AND SECURITY

### ALTERNATIVE EDUCATION PROGRAM

The 1995 Legislature enacted the Safe Schools Act, which required districts to create alternative education programs (AEPs) for students who commit certain offenses. The act also required counties with populations greater than 125,000 to create Juvenile Justice Alternative Education Programs (JJAEPs) for students who commit serious or violent offenses. In 1997-98, district AEPs around the state served 59,168 students; JJAEPs served 4,161.

In an August 1999 report on the safe schools program, the State Auditor's Office (SAO) found that "as implemented, the programs designed to make schools safe do not guarantee that violent student are removed and educated." The report resulted from an audit that included consideration of the overall policy, information, and performance management provided by the oversight agencies, as well as school districts' and counties' implementation of the act. In brief, the SAO found that:

- Some school officials do not follow expulsion and removal requirements.
- Some off-campus offenses do not result in removal from regular school.
- Current indicators are insufficient to measure progress and to gauge long-term effects.
- Preliminary safe schools data are incomplete and inaccurate.
- Students at risk of dropping out of school are disproportionately placed in alternative education programs.
- Some districts are receiving funding for ineligible students.
- Some programs have problems gaining access to student records.
- Data on the costs of operating programs are inadequate.

SAISD has six main alternative programs. Of these, three are primarily for students who have been removed involuntarily from regular schools- Navarro Achievement Center (grades 9-12), Pickett Academy (grades 6-8), and Gonzales Achievement Center (grades K-5). The respective area executive directors in which the schools are located oversee these alternative schools.

**Exhibit 12-14** lists the three disciplinary alternative education sites, the numbers of teachers, and the total number of students at each of the sites.

**Exhibit 12-14**  
**San Antonio Independent School District**  
**Disciplinary Alternative Education Programs Teachers and Students**  
**1998-99**

Campus Site	Number of Teachers	Total Number of Students Placed in AEP
Pickett Academy	5	206
Navarro Achievement Center	19	390
Gonzalez Achievement Center	7	71

*Source: SAISD, Curriculum and School Support Division, 1999.*

SAISD's AEP is used as a disciplinary option for a variety of disciplinary problems, including Level III and IV violations of the student code of conduct. The student code identifies an AEP as:

"an educational program provided by the School District for students who have engaged in serious misconduct, such as assault, drug- or alcohol-related offenses, public lewdness, glue or paint abuses, and unruly, disruptive or abusive classroom behavior. AEPs are located off the regular campus so that students in AEPs are separated from students in the regular program. The AEP provides supervision and counseling and focuses on English language arts, mathematics, science, history, and self-discipline. (page 22)"

Placement in an AEP requires a lengthy documentation process and several procedures to ensure due process. A hearing officer at the central office reviews each placement request and has final approval authority. The centralization of AEP placements began in April 1999; before that, each school was responsible for its own hearings.

**FINDING**

The SAISD Code of Conduct defines Level III offenses as those that "shall or may" result in placement in an AEP. In 1998-99, 593 students committed Level III offenses that resulted in AEP placement. **Exhibit 12-15** shows the Level III offenses that occurred in the district in that year for which placement in an AEP was either required or made possible by the code of conduct.

**Exhibit 12-15**  
**Level III Offenses That Resulted in AEP Placement**  
**1998-99**

Level III Offense Type	Number of Placements		
	Gonzales	Picket	Navarro
Engages in conduct that contains elements of assault causing bodily injury or terrorist threat on or near school property.	21	75	42
Sells, gives, or delivers to another person, or possesses, uses, or is under the influence of marijuana or a dangerous drug on or near school property.	5	96	251
Sells, gives, or delivers to another person alcoholic beverages; commits a serious act or offense while under the influence of alcohol; or possesses, uses, or is under the influence of alcohol on or near school property.	2	1	7
Engages in conduct that contains the elements of an offense relating to abusable glue or aerosol paint or relating to volatile chemicals on or near school property.	0	1	1
Engages in conduct that contains the elements of the offense of public lewdness on or near school property.	2	3	2
Engages in conduct that is punishable as a felony on or near school property (including bomb hoaxes, bomb threats, graffiti, and actions designated as felonies under state law).	0	0	10
Retaliates against a school employee, when not combined with another offense, either on or off school property (retaliation includes intentionally harming or threatening an individual).	0	0	1
Is found in possession of a knife with a blade length up to and including 5".	41	6	0
Engages in behavior that the principal determines is so unruly, disruptive or abusive that it seriously interferes with the teacher's ability to communicate effectively with students.	0	19	0
Following a previously documented offense (Level II), engages in gang activity.	0	4	0
Engages in conduct constituting misdemeanor criminal mischief (vandalism), graffiti or other engages in conduct that damages or tampers with property.	0	1	0
The superintendent or designee has a reasonable belief	0	0	1

that the student has engaged in conduct defined as a felony offense other than those defined in Title 5 of the Texas Penal Code and the continued presence of the student in a regular classroom threatens the safety of others			
Engages in any activity on the way to or from school that would ordinarily be grounds for AEP placement or expulsion if the activity had occurred on campus.	0	0	1
<b>Total</b>	<b>71</b>	<b>206</b>	<b>316</b>

*Source: SAISD, Research and Testing, January 2000.*

In part to better enforce its code of conduct, the district began to centralize all AEP placement hearings in April 1999, near the end of the time period from which the data for the previous four exhibits was drawn. District officials believe that centralization of the AEP hearings will result in greater code compliance. Additionally, district officials believe that centralization will:

- ensure that investigations are thorough and the evidence is supportive of an AEP placement;
- help campus administrators identify the specific offense as listed in the Student Code of Conduct so that the code is followed consistently;
- ensure that students are given basic due process and that parents are fully informed of the offense and possible consequence through conferences at the school;
- ensure that the evidence is heard and reviewed by an impartial hearing officer who makes the determination;
- ensure that proper documentation is completed, particularly that which is required by law;
- maintain districtwide consistency with regard to placement, including length of placement; and
- eliminate some of the conflict that occurred between campus principals and AEP principals when placements were determined by agreement between these two officials.

Prior to April 1999, when the district began to hold centralized hearings for AEP placements, no data was available that would match critical incident reports (required for all Level III and IV violations) to the outcome from the incident whether it was in the form of suspension, placement in an AEP or expulsion. Even after the hearings were centralized, the district had no mechanism to ensure that the outcome from each critical incident was appropriate. Thus, it was possible for a student to be accused of committing a Level III or IV offense but then be

disciplined by the principal with a lesser punishment than required by the code.

Once this weakness in tracking was discovered, the district developed a new database tied to critical incident reports. For every report sent to the central office, a record is created that tracks the school, student information (including grade level and whether identified as a special education student), the offense, date of an administrative conference (if needed), expectation of a hearing for AEP or expulsion, and the outcome of the incident (AEP placement, expulsion, or dismissal of charges). If a student is sent to a local jail, the expectation for a hearing is zero because the student may not be returning to the school system during the school year. There are other situations where the district doesn't expect to have a hearing and tracking this expectation gives the district a choice to close out cases where a hearing won't result. This database will provide a mechanism to ensure that principals and central administrators complete all necessary steps once a critical incident has occurred.

**Recommendation 152:**

**Monitor more closely the dispensation of student cases resulting from Level III or IV code of conduct violations.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent requires the administrative officer for discipline to develop a monthly report regarding the disposition of all student actions that result in the generation of a critical incident report.	August 2000
2.	The administrative officer develops a monthly report.	September 2000
3.	The superintendent reviews the report on a monthly basis.	September 2000 and Ongoing

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

**FINDING**

Instructional and support personnel are assigned to serve programs for students assigned to three alternative (or dropout prevention) sites not under the jurisdiction of SAISD. These include the Salvation Army Center, the Bexar County Juvenile Detention Center, and an instructional program operated by a private school, Healy Murphy. In all, 24 positions are assigned to these operations.

One teacher and one teacher assistant funded with district funds serve about 15 to 23 students at the Salvation Army Center. Yet programs to serve these students already exist in area schools. For example, the district offers eight at-risk programs at the elementary level, nine at the middle school level, and eight more at the high school level. The district is funding duplicate programs without any demonstrable need for them.

**Recommendation 153:**

**Reassign the students and the district-funded teacher and teacher assistant positions from the Salvation Army Center to area schools.**

This recommendation should reduce unwarranted duplication of programs and reduce the costs of serving these students' educational needs. Placement of these students in area schools would provide a greater variety of program options to meet their needs and should result in greater efficiency in the use of district resources.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent for Operations prepares and forwards to the superintendent a recommendation to reassign students from the Salvation Army Center to area schools.	September 2000
2.	The superintendent reviews, approves, and recommends the reassignment to the board for approval.	October 2000
3.	The board approves reassigning the positions to areas of need in the district.	October 2000
4.	The assistant superintendent for Operations implements the approved recommendation.	November 2000

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

**FINDING**

The Bexar County Juvenile Detention Center (JDC) lies within SAISD's boundaries and serves expelled students from all San Antonio-area school districts. For students sent to this program under mandatory expulsion requirements, SAISD receives funding from the state. For students sent to this program under discretionary expulsion requirements, SAISD receives funding from the originating district.

The JDC is allocated ten teaching positions one social work position, and one clerk position. This staffing level exceeds funds generated by average daily attendance and therefore requires the district to allocate local revenues to the program without reimbursement from other school districts served by the center. In 1998, the superintendent submitted a recommendation to the board to outsource this program, but the recommendation was not approved. Staff members allege that the board's refusal to approve the proposal was influenced by personnel who would have had their employment affected by approval. Minutes of the board meeting confirm that the board's main concern was not greater efficiency, but the situations of personnel who believed they would lose their jobs. The outsourcing proposal was prepared by a staff member who, during the course of the on-site visit, had resigned and was no longer available for an interview. Detailed data supporting the original proposal were not available.

Houston ISD has worked several contract arrangements with community-based organizations to provide education services for students for whom discretionary removal is deemed necessary. Some of the smaller organizations providing this service for Houston are paid in a daily rate of attendance, so the district only pays for services its students actually use. The largest provider, Community Education Partners, Inc. also is paid on a per student basis, but is guaranteed a minimum payment regardless of the number of students. Houston entered the contract with Community Education Partners in 1997, with an expected eventual capacity of 2,400 students. The program is currently serving approximately 1,400.

**Recommendation 154:**

**Outsource the JDC program to a private company.**

Outsourcing would allow the district to pay only for the services it uses, rather than funding full-time teaching positions for less than full classrooms. In addition, outsourcing the JDC instructional program should bring the cost of operation in line with average daily attendance revenues and should result in significant savings to the district. The district has experience in outsourcing juvenile programs and a company that provides such services should be available to respond to a request for proposals. Workplace attrition should provide employment opportunities for displaced personnel and permit the board to approve this recommendation without undue concern.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent for Operations prepares a recommendation for outsourcing JDC services for review by	September 2000
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	the interim superintendent and presentation to the board.	
2.	The superintendent presents the recommendation to the board for approval.	October 2000
3.	The board approves the recommendation and the superintendent authorizes the distribution of the request for proposals.	November 2000
4.	Proposals are received and reviewed and a recommendation forwarded to the superintendent for consideration.	January 2001
5.	The superintendent reviews, approves, and recommends the service provider contract to the board.	January 2001
6.	The service provider begins delivering services to the students.	March 2001

### **FISCAL IMPACT**

Restructuring funding will save the district \$149,825 annually. This figure represents the difference between the revenue generated (\$494,957) and the 1998-99 expenditures (\$345,132) for services. The savings for 2000-01 are computed for six months.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Outsource the JDC program to a private company.	\$74,912	\$149,825	\$149,825	\$149,825	\$149,825



# Appendix A

## SURVEY RESULTS

### A. Community Survey

#### B. Phone Survey

As part of the San Antonio Independent School District (SAISD) review, the Texas School Performance Review conducted a telephone survey of community residents. Those surveyed included community members with children in SAISD schools (50 percent) and those who did not have children in SAISD schools (50 percent). The purpose of the survey was to gather information about public attitudes toward the educational performance of SAISD. The total number of completed surveys was 604.

From a demographic standpoint, the majority of respondents were female (67 percent) and Hispanic (53 percent). A noticeable difference existed between those with children in SAISD and those without children in SAISD. Two-thirds (66 percent) of those with children in SAISD were Hispanic, while only 40 percent of those without children in SAISD were Hispanic. Forty-four (44) percent of the latter were Anglo. Those respondents without children in SAISD were generally older than those with children in SAISD and have lived in the district longer (32 years to 27 years, on average, respectively). For example, 38 percent of the respondents in the group without children in SAISD were over 55 years of age, while only five percent in the other group had reached a similar age. The majority of respondents from both groups were middle class. Forty-nine (49) percent earned between \$10,000 and \$49,000.

Respondents were asked to rate the quality of public education in SAISD. Possible responses included *excellent, good, fair, poor, and don't know*. Generally, most community residents had a favorable impression of education in SAISD. Forty-two (42) percent indicated that overall public education was good while 13 percent rated it as excellent. However, 24 percent rated public education in SAISD as only fair, while 12 percent rated it as poor. As might be expected, community members without children in SAISD schools were slightly less opinionated than were those with children in the school system. Sixteen (16) percent of community members without children in SAISD indicated they did not know about the overall educational performance of SAISD schools, while only two percent of community members with children in SAISD schools indicated the same. Otherwise, those community members with children in the SAISD had slightly higher opinions of the educational performance of SAISD.

Community members were asked whether or not educational performance in SAISD had improved, stayed about the same, or gotten worse over the

last three years. Most replied that education had stayed the same (38 percent) or improved (33 percent). Only 13 percent indicated that educational performance had gotten worse. Generally, those with children were slightly more likely to indicate that performance had improved than were those without children in SAISD. However, those without children in SAISD were more likely (21 percent) than those without children in SAISD to indicate that they did not know (nine percent) if education had improved or not.

Respondents were asked to assign a grade of A, B, C, D, or F to the superintendent, school board, and teachers of SAISD. Generally, members of the community had a favorable viewpoint toward the superintendent or had no viewpoint at all. Forty-one (41) percent awarded the superintendent a grade of A or B. Only 11 percent awarded him a D or F. Many in the community (31 percent) either did not know what grade to award or awarded him a C (17 percent). Those with students in SAISD schools had a slightly higher opinion of the superintendent (47 percent awarded a grade above a C than those without students in the district (35 percent).

Grades awarded to the school board closely resembled those awarded to the superintendent. Forty-three (43) percent indicated the board should receive a grade of A or B, while 17 percent indicated they should receive a D or F. Twenty-four (24) percent did not know while 17 percent awarded a grade of C. Those with children in SAISD were slightly more likely to give the board a higher grade than those without.

Community members gave teachers higher marks than they did to the superintendent or school board. Nearly two-thirds (65 percent) awarded teachers a grade of A or B while only seven percent awarded them a grade of D or F. Fifteen (15) percent awarded a grade of C while an equal percentage had no opinion. Again, those with children in SAISD schools had a slightly more favorable view of teachers than did those without.

When asked if district schools were efficient, two thirds (66 percent) responded that schools were either very efficient (17 percent) or somewhat efficient (49 percent). Slightly over one-fourth (26 percent) indicated the district was either somewhat inefficient (percent) or very inefficient (seven percent). Virtually no variation existed between the two subgroups on this issue.

Respondents were asked to indicate their opinions on about 15 different issues in SAISD schools. They read a statement and were asked if they *strongly agree, agree, disagree, strongly disagree, or didn't know* about the statement.

Two survey questions related to school safety and security. Respondents were asked if they believed that district schools were safe and secure. A majority (55 percent) indicated that schools were safe and secure. However, 41 percent disagreed. On a related item, slightly less than half (49 percent) indicated that schools effectively handle misbehavior problems while 39 percent disagreed. Response percentages were very similar for those with students in SAISD and those without students in SAISD.

Community members were asked if parents in SAISD were satisfied with the overall education their children were receiving. Overall, respondents indicated that parents were satisfied with education in SAISD (54 percent). However, a substantial minority (37 percent) disagreed. Percentages varied by subgroup. Nearly two-thirds (64 percent) of the community members with children in SAISD schools indicated that parents were satisfied with the district's education. However, less than half (45 percent) of community members without children in SAISD thought that parents were satisfied.

Respondents clearly indicated that district teachers care about student needs. Nearly three-fourths (71 percent) indicated that SAISD teachers care about student needs while only 20 percent disagreed. Another 10 percent did not know. There was virtually no variation across subgroups for this item.

Several survey items concerned district facilities and overall performance. Eighty (80) percent of the total sample indicated that the district's schools can be thought of as good places to learn. Community members with children in SAISD schools were more likely to think this (85 percent) than those that did not (76 percent).

The majority of respondents reported that district schools have sufficient space and facilities to support the instructional programs (52 percent), as well as the necessary materials and supplies required for instruction in basic skills (68 percent). For each item, the subgroup of community members with children in SAISD was slightly more likely (by about 10 percentage points) than the other subgroup to provide a favorable response.

The remainder of the survey items covered community involvement issues. For each of the survey items, a majority of respondents had a positive impression of conditions in SAISD. For example, 79 percent of respondents indicated that district parents can have an active voice in public schools, and a similar percentage (74 percent) believed that parents felt welcome when they visited a public school. Fewer respondents indicated that parents participate in school activities and organizations (58

percent) or that residents take an active part in the education of the community's children (55 percent). However, over two-thirds (67 percent) of respondents believed the community was proud of the district's education. Only 15 percent disagreed that the community has been supportive of district fund raising. Over two-thirds (68 percent) thought that the community was supportive of fund raising activities such as bond referendums.

Similar percentages indicated that the superintendent and staff (56 percent) and school principals (62 percent) worked to involve the community in school activities.

For each of the community involvement-related items, those community members with students in SAISD schools had a more favorable opinion of the district than did those without children in SAISD. Those differences were most pronounced for those items related to community and parental involvement.

**SAISD COMMUNITY SURVEY RESULTS**  
(N = 604)

1. Do any children in your household attend public school in the San Antonio Independent School District this year?

	<b>Total</b>
Yes	50%
No	50%
Refused	0%

2. Did any children from this household attend public school in the San Antonio Independent School District three years ago?

	<b>Total</b>
Yes	42%
No	58%
Refused	0%

3. In your opinion, how would you rate the quality of public education in the San Antonio Independent School District? Would you say the quality of public education in the district is excellent, good, fair, or poor?

	<b>With Children in SAISD</b>	<b>Without Children in SAISD</b>	<b>Total</b>
Excellent	17%	9%	13%

Good	45%	39%	42%
Fair	25%	23%	24%
Poor	11%	13%	12%
Don't know	2%	16%	9%

4. Would you say, over the last three years, the quality of public education in the San Antonio Independent School District has improved, gotten worse, or stayed about the same?

	<b>With Children in SAISD</b>	<b>Without Children in SAISD</b>	<b>Total</b>
Improved	37%	30%	33%
Stayed about the same	41%	36%	38%
Gotten worse	13%	13%	13%
Don't know	9%	21%	15%

5. Now, overall, how would you rate the quality of public school education in Texas? Would you say the quality of public school education in the state is excellent, good, fair, or poor?

	<b>With Children in SAISD</b>	<b>Without Children in SAISD</b>	<b>Total</b>
Excellent	10%	8%	9%
Good	50%	46%	48%
Fair	24%	24%	24%
Poor	7%	12%	9%
Don't know	9%	10%	10%

6. Students are often given the grades A, B, C, D, and F to denote their performance in the classroom. What grade would you give to the superintendent of the San Antonio Independent School District?

	<b>With Children in SAISD</b>	<b>Without Children in SAISD</b>	<b>Total</b>
"A"	15%	9%	12%
"B"	32%	26%	29%
"C"	19%	16%	17%

"D"	5%	6%	6%
"F" or Fail	5%	6%	5%
Don't know	24%	38%	31%

7. What about the school board in the district? What grade would you give to the board of the San Antonio Independent School District?

	<b>With Children in SAISD</b>	<b>Without Children in SAISD</b>	<b>Total</b>
"A"	16%	10%	13%
"B"	34%	27%	30%
"C"	17%	17%	17%
"D"	8%	7%	8%
"F" or Fail	9%	8%	9%
Don't know	16%	31%	24%

8. Now what about the teachers in the district? Overall, what grade would you give the teachers in the San Antonio Independent School District?

	<b>With Children in SAISD</b>	<b>Without Children in SAISD</b>	<b>Total</b>
"A"	35%	28%	32%
"B"	36%	29%	33%
"C"	16%	14%	15%
"D"	5%	3%	4%
"F" or Fail	4%	2%	3%
Don't know	5%	25%	15%

9. Based on what you know or have heard, how would you rate the efficiency of the San Antonio Independent School District? Would you say the district operates very efficiently, somewhat efficiently, somewhat inefficiently, or very inefficiently?

	<b>With Children in SAISD</b>	<b>Without Children in SAISD</b>	<b>Total</b>
Very efficiently	21%	13%	17%
Somewhat	50%	49%	49%

efficiently			
Somewhat inefficiently	20%	18%	19%
Very inefficiently	5%	8%	7%
Don't know	4%	12%	8%

10. In your opinion, what are the major issues facing the San Antonio Independent School District next year?

- 1. Violence      6. Overcrowding
- 2. Dress Code    7. Teacher Competency
- 3. Gangs          8. Teacher Pay
- 4. Drugs          9. Dropout Rate
- 5. Budget        10. Computers and Technology

11. Is there one issue that stands out in your mind as the most important issue facing the district next year?

- 1. Safety          6. Budgeting
- 2. Gangs          7. Overcrowding
- 3. Drugs          8. Religion removed from classroom
- 4. Dress Code    9. Test Scores
- 5. Teacher        10. Lack of facilities  
Competency

	<b>With Children in SAISD</b>	<b>Without Children in SAISD</b>	<b>Total</b>
<b>Question</b>	<b>SA/A/SD/D*</b>	<b>SA/A/SD/D*</b>	<b>SA/A/SD/D*</b>
12a. Schools in this district are safe and secure	56/43	52/39	55/41
12b. District schools effectively handle misbehavior problems	55/39	44/37	49/39
12c. Schools in this district have sufficient space and facilities to support the instructional programs	54/41	48/35	52/39
12d. The district's schools can be described as 'good places to	85/14	76/16	80/15

learn'			
12e. Schools in the district have the materials and supplies necessary for instruction in basic skills programs, such as writing and math	74/21	62/21	68/21
12f. District teachers care about students needs	71/23	71/16	71/20
12g. Parents in the district can have an active voice in the public schools	81/16	77/15	79/16
12h. Parents in the district are satisfied with the education their children are receiving	64/33	45/41	54/37
12i. Parents feel welcome when they visit a district school	82/15	66/12	74/14
12j. Parents in the district participate in school activities and organizations	66/29	48/37	58/33
12k. Residents living in the district take an active part in the education of children in the community	61/32	47/39	55/36
12l. The superintendent and staff work to involve the community in school activities	63/26	50/29	56/28
12m. School principals work to involve the community in school activities	67/25	58/22	62/24
12n. The community has been supportive of fund raising such as 'bond referendums' for the school district	70/17	66/14	68/15
12o. The community is proud of public school education in this district	72/24	62/25	67/24

*\*SA = Strongly Agree, A = Agree, SD = Strongly Disagree, D = Disagree*



D1. What is your race? Are you Anglo, African American, Hispanic, Asian, or of some other racial/ethnic background?

	<b>With Children in SAISD</b>	<b>Without Children in SAISD</b>	<b>Total</b>
Anglo	18%	44%	31%
African American	10%	11%	10%
Hispanic	66%	40%	53%
Asian	2%	0%	1%
Other	2%	4%	3%
Refused	2%	2%	2%

D2. How many children 18 years of age or under live in your household?

<b>With Children in SAISD</b>	<b>Without Children in SAISD</b>	<b>Total</b>
<b>Average Number of Children</b>	<b>Average Number of Children</b>	<b>Average Number of Children</b>
2.21	.48	1.39

D3. How long have you lived in Bexar County?

<b>With Children in SAISD</b>	<b>Without Children in SAISD</b>	<b>Total</b>
<b>Average Number of Years</b>	<b>Average Number of Years</b>	<b>Average Number of Years</b>
27.27	31.87	29.58

D4. Would you please tell me how old you were on your last birthday?

	<b>With Children in SAISD</b>	<b>Without Children in SAISD</b>	<b>Total</b>
21 - 24 years of age	7%	10%	8%
25 - 34	29%	16%	23%
35 - 44	37%	17%	27%
45 - 54	17%	16%	17%
55 - 64	3%	14%	9%
Or 65 or older	5%	24%	15%

Refused	2%	3%	2%
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- D5. Finally, for statistical purposes only, which of the following ranges describes your household income for last year? Was your 1998 household income:

	<b>With Children in SAISD</b>	<b>Without Children in SAISD</b>	<b>Total</b>
Less than \$10,000	16%	8%	12%
\$10,000 - \$24,999	27%	22%	25%
\$25,000 - \$39,999	23%	25%	24%
\$40,000 - \$59,999	12%	13%	12%
Or \$60,000 or more	9%	14%	11%
Refused	13%	19%	16%

- D6. Sex

	<b>With Children in SAISD</b>	<b>Without Children in SAISD</b>	<b>Total</b>
Male	31%	36%	33%
Female	69%	64%	67%

# Appendix A

## SURVEY RESULTS

### A. Community Survey

### B. Phone Survey

1. Do any children in your household attend public school in the San Antonio Independent School District this year?

- 1) Yes
- 5) No
- 9) Refused

2. Did any children from this household attend public school in the San Antonio Independent School District three years ago?

- 1) Yes
- 5) No
- 9) Refused

3. In your opinion, how would you rate the quality of public education in the San Antonio Independent School District? Would you say the quality of public education in the district is excellent, good, fair or poor?

- 1) Excellent
- 3) Good
- 5) Fair
- 7) Poor
- 9) Don't know

4. Would you say, over the last three years, the quality of public education in the San Antonio Independent School District has improved, gotten worse or stayed about the same?

- 1) Improved
- 3) Stayed about the same
- 5) Gotten worse
- 9) Don't know

5. Now, overall, how would you rate the quality of public school education in Texas? Would you say the quality of public school education in the state is excellent, good, fair or poor?

- 1) Excellent
- 3) Good
- 5) Fair
- 7) Poor
- 9) Don't know

6. Students are often given the grades A, B, C, D, and F to denote their performance in the classroom. What grade would you give to the superintendent of the San Antonio Independent School District?

- 1) "A"
- 2) "B"
- 3) "C"
- 4) "D"
- 5) "F" or Fail
- 9) Don't know

7. What about the school board in the district? What grade would you give to the board of the San Antonio Independent School District?

- 1) "A"
- 2) "B"
- 3) "C"
- 4) "D"
- 5) "F" or Fail
- 9) Don't know

8. Now what about the teachers in the district? Overall, what grade would you give the teachers in the San Antonio Independent School District?

- 1) "A"
- 2) "B"
- 3) "C"
- 4) "D"
- 5) "F" or Fail
- 9) Don't know

9. Based on what you know or have heard, how would you rate the efficiency of the San Antonio Independent School District? Would you say the district operates very efficiently, somewhat efficiently, somewhat inefficiently, or very inefficiently?

- 1) Very efficiently
- 3) Somewhat efficiently

- 5) Somewhat inefficiently
- 7) Very inefficiently
- 9) Don't know

10. In your opinion, what are the major issues facing the San Antonio Independent School District next year?
11. Is there one issue that stands out in your mind as the most important issue facing the district next year?
- 12a. Schools in this district are safe and secure

- 1) Strongly Agree
- 3) Agree
- 5) Disagree
- 7) Strongly Disagree
- 9) Don't know

- 12b. District schools effectively handle misbehavior problems

- 1) Strongly Agree
- 3) Agree
- 5) Disagree
- 7) Strongly Disagree
- 9) Don't know

- 12c. Schools in this district have sufficient space and facilities to support the instructional programs

- 1) Strongly Agree
- 3) Agree
- 5) Disagree
- 7) Strongly Disagree
- 9) Don't know

- 12d. The district's schools can be described as 'good places to learn'

- 1) Strongly Agree
- 3) Agree
- 5) Disagree
- 7) Strongly Disagree
- 9) Don't know

- 12e. Schools in the district have the materials and supplies necessary for instruction in basic skills programs, such as writing and math

- 1) Strongly Agree
- 3) Agree
- 5) Disagree
- 7) Strongly Disagree
- 9) Don't know

12f. District teachers care about students needs

- 1) Strongly Agree
- 3) Agree
- 5) Disagree
- 7) Strongly Disagree
- 9) Don't know

12g. Parents in the district can have an active voice in the public schools

- 1) Strongly Agree
- 3) Agree
- 5) Disagree
- 7) Strongly Disagree
- 9) Don't know

12h. Parents in the district are satisfied with the education their children are receiving

- 1) Strongly Agree
- 3) Agree
- 5) Disagree
- 7) Strongly Disagree
- 9) Don't know

12i. Parents feel welcome when they visit a district school

- 1) Strongly Agree
- 3) Agree
- 5) Disagree
- 7) Strongly Disagree
- 9) Don't know

12j. Parents in the district participate in school activities and organizations

- 1) Strongly Agree
- 3) Agree
- 5) Disagree

- 7) Strongly Disagree
- 9) Don't know

12k. Residents living in the district take an active part in the education of children in the community

- 1) Strongly Agree
- 3) Agree
- 5) Disagree
- 7) Strongly Disagree
- 9) Don't know

12l. The superintendent and staff work to involve the community in school activities

- 1) Strongly Agree
- 3) Agree
- 5) Disagree
- 7) Strongly Disagree
- 9) Don't know

12m. School principals work to involve the community in school activities

- 1) Strongly Agree
- 3) Agree
- 5) Disagree
- 7) Strongly Disagree
- 9) Don't know

12n. The community has been supportive of fund raising such as 'bond referendums' for the school district

- 1) Strongly Agree
- 3) Agree
- 5) Disagree
- 7) Strongly Disagree
- 9) Don't know

12o. The community is proud of public school education in this district

- 1) Strongly Agree
- 3) Agree
- 5) Disagree

- 7) Strongly Disagree
- 9) Don't know

D1. What is your race? Are you white, black, Hispanic, Asian, or of some other racial/ethnic background?

- 1) Anglo
- 3) African American
- 5) Hispanic
- 7) Asian
- 8) Other
- 9) Refused

D2. How many children 18 years of age or under live in your household?

D3. How long have you lived in Bexar County?

D4. Would you please tell me how old you were on your last birthday?

- 1) 21 - 24 years of age
- 2) 25 - 34
- 3) 35 - 44
- 4) 45 - 54
- 5) 55 - 64
- 6) Or 65 or older

D5. Finally, for statistical purposes only, which of the following ranges describes your household income for last year? Was your 1998 household income:

- 1) Less than \$10,000
- 2) \$10,000 - \$24,999
- 3) \$25,000 - \$39,999
- 4) \$40,000 - \$59,999
- 5) Or \$60,000 or more?
- 6) Refused



# Appendix B

## PUBLIC FORUM COMMENTS

As part of the review, the Texas School Performance Review held public forums in each of the eight San Antonio Independent School District (SAISD) high schools. Parents, teachers, administrators, and community members wrote comments on the major topics of review, and in some cases, spoke with members of the review team. These comments illustrate community perceptions of San Antonio Independent School District and do not necessarily reflect the findings or opinions of the Texas Comptroller of Public Accounts. The following is a summary of comments received by topic.

- A. Organization & Management
- B. Educational Service Delivery
- C. Community Involvement / Personnel Management
- D. Facilities Use & Management / Asset and Risk Management
- E. Financial Management / Purchasing
- F. Computers and Technology
- G. Food Services / Safety and Security

### *Organization & Management*

- Principals don't come to work, but don't use leave time. When I complained to an attorney, I was told it was not worth pursuing because the practice is pervasive across the district.
- Top-heavy at Central Administration, and Programs are created that are not needed.
- If interim superintendent is not good enough to be Superintendent, why is it alright to be acting superintendent?
- The state needs to become heavily involved with SAISD. Funds are not going for books and tools for teaching, they seem to be going for paying off contracts for superintendents.
- Repairs are slow to get done on schools with the most need.
- Raises are not across the board, certain employees are not included, and Administrative Asst. at Franklin has not been part of raise rather she was cut for three years
- My child was given a homework assignment due the next day and it involved the Internet, very few students have computers, much less the Internet. Took her to library but the main server was downtown, she had to complete it the next day at an earlier class, very inconsiderate of the teacher.
- I would like to know why they do not send flyers home anymore.
- We have no site based decision making SAISD! We are not allowed to make campus decisions, everything is top down.

- When making decisions all parents, students, faculty, board members, etc. need to vote on the topic. We need more public input in decision-making.
- Monitor School Board Presidents.
- \$60,000 is a waste of money to hire a consultant team to find us a superintendent, we don't have the money. The interim superintendent is a fine candidate and should be named superintendent, and should not be controlled by our board.
- Politics doesn't belong in our education system; unfortunately, the Board President doesn't share this belief.
- Teacher unions should not control board members.
- No more contract buy outs like last fiasco.
- Still no permanent superintendent.
- School board members need to be accountable for their actions and decisions.
- Hire a superintendent who wants to be here, not one who is just interested in the pay.
- Why did the board waste so much money buying out the superintendent's contract?
- Site based management is brought to the faculty but a select few decide.
- Board members need to visit the schools to get a dose of reality.
- No advertising of board meetings.
- Need to look at personal finances of each and every board member.
- Brought former superintendent in even though they knew she had bankrupted every district she had previously worked in.
- District rife with nepotism!
- The district had or has an apartment in the Majestic building. If we are a poor district, how could we afford this for the former Superintendent to live in?
- Big time manager problems. There are too many uneducated people sitting on the board.
- Board member whose an attorney didn't even look at contract buy out because he said they didn't ask him to.
- Board gave Lam every thing she wanted with no negotiations.
- District deals with sexual harassment by saying "Oh, it will go away".
- Was the termination of the superintendent in the best interest of the school, or was it a trustee's ego trip?
- When the bond issue was passed, was it passed without input from the citizens oversight committee? Can the trustees ignore or do away with the oversight committee?
- Why does SAISD have three instructional Stewards? Two of them are harassing people and trying to intimidate them.
- One of the Stewards is trying to make her resume look good, they are cutting programs such as Everyday Math (EDM) that brought

the Math scores on the TAAS test down. (SFA) Success For All was cut. They, meaning the district leader or leaders, did not concentrate on TAAS at all in 1998-1999 school year. They focused on other things.

- When the Superintendent left, teacher morale was on the rise, but stewards were still calling the shots. The Stewards cause too much undue stress teachers in teachers.
- Funding spending too much money Stewards from Jefferson's earn \$96,000 a year plus \$3,600 for travel totaling \$99,600. One Steward is over the athletic department; she has no degree in athletics. Address racism, the budget, the money that's spent on the Dare program.
- Organization is top heavy; new superintendent brought her own "Stewards." Too many chiefs - schools don't know from day to day who is in charge of what or who to call when they have a problem.
- District forces schools to try new programs (New American Schools) - but does not want to receive feedback on problems with programs.
- When administrators leave their jobs and return to classrooms, they are paid at the old level (200 some days instead of 180 days like teachers)
- Central Office staff won't give accurate info, even to board members.
- What board governs? Former Superintendent did what she wanted.
- Nothing they do makes sense. Last superintendent had a spend, spend mentality.
- Board rubber stamps, never demands answers or research before voting. No one is held accountable!
- Superintendent and school board should visit schools for first hand appraisal of everyday life at school.
- Don't spend money that we do not/cannot afford to spend! School boards needs to be "in touch" with the community they represent.
- Less bureaucracy at the district level.
- Positive publicity given to the schools/teachers/students by the board would be refreshing.
- Need a superintendent who is not from S.A.!
- Board has finally heard our concerns about the different programs that were not geared to the needs of our students. Thanks. Much too long without a superintendent.
- Top Level District (Downtown) must allow teachers to teach and quit dictating educational theory techniques that work on paper, but not in the classroom!!!
- School board should listen more to what the students and children who attend the schools have to say instead of letting politics influence their decisions.

- Board has become much more responsive to public's concerns. Board directors is only concerned with preserving their own power. SAISD can't excel under their "Leadership".
- Board president has tried to make cuts and changes that took courage.
- Board is short-sighted and cowardly.
- How can the district's children exceed with such poor role models in charge?!
- Strategic Planning is based on power plays and vendettas. Principals are crippled by needless bureaucracy that does not serve students.
- Board trustees need mandatory leadership skills that will reflect community awareness.
- Policies and guidelines need to be revised for today's customers.
- The public school system needs to regain back its credibility to establish common ground in values, beliefs and ideas.
- Make more specific regulations for the conduct of school trustees.
- School Board needs to come out to each campus and communicate directly with teachers!
- Superintendent needs to be more visible at campus level.
- We need a superintendent who is fair with everybody and most of all cares.
- Overall I am a satisfied parent of a second generation attending SAISD at Lanier.
- If a search for a new superintendent is going to go on - let's really look at credentials and hire from within.
- Instructional guide. The district has nine. Stewards- the lowest amount one makes is \$82,000 a year. The highest, \$99,600. One of the Stewards is a low performing principal for three years and promoted to a steward for \$85,000 a year for parent network. No one could apply for job it was giving to her.
- Asked the board by appointing unqualified personnel as principals and refusing to promote individuals who has went through the interviewing process with all qualifications and refuse to give them the principal job. She was on several interviewing teams for hiring principals and teachers for schools. She was told who to hire and what to say on the interview. She knew who was going to be hired before they interviewed them. She is not the only one who has done this, several other taxpayers' leaders of the community has witnessed the same thing.
- It's other schools like Martin Luther King. A black man came out to be the most qualified for a principal position, the superintendent put an Anglo there with fewer qualifications.
- Superintendent search committee submitted names but board went with other.
- Positions created that were not needed.

- New American School Designs paid \$100,000 to these design consultants ... to "improve schools" but using methods that already failed at other places.
- New regime created havoc at schools - money was just flowing - now super is gone and they are in deficit.
- Disestablished schools but not the ones that were low-performing so that they could implement these designs.
- Superintendent created the Parent Network - these people were paid to go to board members and cheer for superintendent.
- Inequitable allocation of Title I funds - some schools got no money while others got as much as \$300,000.
- District is polarized and kids get hurt.
- Inequitable allocation of money, staff, resources based on political wishes of board members and/or superintendent.
- Pay issues for middle management.
- Days will be lost out of contract next year, but what about Central Administration?
- Money should be put into schools and not Central Administration. New regime brought in people and paid them huge salaries.
- Bonds - No opportunity given to employees to ask for improvements to their schools.
- Employees threatened about speaking out against board.
- Super was using school district money for travel and other personal items like painting her house. Don't have textbook money.
- Central Administration wanted to raid all the Activity Funds and keep in one central pot so that they could decide what to do with it.
- Extra stipends for in-town travel were added to paychecks of Central Office administrators, just stopped in August 1999.
- A lot of good things happen at the schools in spite of Central Administration.
- No choice given to Central Administration mid-managers.
- A lot of people are afraid to talk because of fear of retaliation.
- Former Finance Director was forced out by Lam because he wouldn't allow her to spend money like crazy. And, this happened before Lam came, district was solvent and now we're in a deficit.
- We need to restructure our district. Now.
- Eliminate high level paid positions.
- Eliminate the stewards.
- Put Thomas Jefferson back to one principal and vice principal.
- Eliminate the instructional guides.
- Eliminate the parent network.
- Investigate \$500,000 spent on school uniforms, when the district only budgeted for \$100,000. No documentation provided; all done over the phone.
- We need a new superintendent who will work with parents and community.

- Take personalities out of policy decisions. More public votes for final decision (parents voting on large issues vs. solely board voting)
- Eliminate some positions in the higher-up bureaucracy, redirect savings to the kids themselves in one form or another.
- Principals should not be given endless busy work assignments that make teachers justify ad infinitum. Let's teach!
- We need to investigate the programs that the former superintendent brought to our district. She is the Co-Founder of Voyager, which ties into the American Schools, who really profited off those programs.
- We do not see any central office staff on this campus - invisible!

# Appendix B

## PUBLIC FORUM COMMENTS

### *Educational Service Delivery*

- Don't give homework because not enough books for all students.
- TAAS has never been communicated to the parents as a plus or minus. Why?
- More advanced placement classes for high school students.
- More certified teachers at all levels, especially math and science.
- The fund for the magnet program should be expanded and increased to better please the needs and wants of students who want to learn.
- Magnet school should be expanded to incorporate all of its original purposes.
- Curriculum and instruction staff at central office delegate their work to teaching staff. Too many chiefs - not enough Indians. Why aren't teachers paid their daily rate for summer school? Why is there so many central office staff working extra days during the summer if they are support personnel? There are no students and teachers in the summer! They get their daily rate but summer school teachers that have direct contact with students (for five weeks) do not!
- Why are there so many special education students mainstreamed in regular education classrooms with reading levels less than 4<sup>th</sup> grade? What are we supposed to do with large class sizes (30+) and these special children?
- More emphasis could be given to monitoring ESL or bilingual scheduling. The ESL teacher should help schedule the classes for this population as they need more attention!
- I think that the school is doing a good job by making sure the students are getting the help they need in the areas that they need help in.
- Our school needs to keep up the good work on TAAS, however I do believe we need more ESL and GT programs.
- I think the TAAS should NOT be required for graduation.
- With the Instructional guides on campuses, what are principals expected to do or what is the principal's role??
- I think the State and the districts are wasting a ton of taxpayers money on all these printed documents (like TEKS, for one). Why not put them on disc - one to be shared by dept.'s maybe.
- Every inservice I've been to the past two years has preached (and rightly so!) that we should teach above the TAAS level..... so why

are we running off a million copies of TAAS booklets and holding TAAS advisories???

- Instructional Curriculum guides: what a waste of money!
- Teachers and Students are treated as low man on the totem pole.
- SBDM not working! Very selective also at who sits on committee.
- Special Ed enhancement Funds-No one can tell where money is and how should be spent. A special, retired counselor comes in once a week and is being paid out of these funds.
- Children are being cheated in Special Ed, not getting services but money is being claimed for this money.
- Have a good reading program, but it has not been implemented with integrity.
- Inflated enrollment on some campuses to keep certain teachers there last year.
- Take a thorough look at financial operations at Carvajal Elementary School.
- Funds sent to district office to be put in bank account & it draws interest! But the interest is not being applied to account.
- Deals being made by principals with individual store managers and making teachers spend school funds to those schools only!
- Schools are cheating on TAAS and district knows this.
- Tried to get on budget committee (SBDM) for years and when finally got on, they shut down the committee because I am back.
- District "unofficial" policy is to keep Special Ed students stagnant so that you keep your job. If you are successful at moving kids out they tell you that you worked yourself out of a job. Lost \$2,000!
- Doesn't make any difference if grievances are filed.
- New American School Design - look at Roots and Wings reading program for example have wasted materials and money.
- Students are being passed from grade to grade with only kindergarten level skills.
- Director of Special Education does nothing! Check out how many times Special Ed supervisor visits campuses, as she should.
- Have "504 Kids" - children with health problems, but who are not special education- And these 504 kids are being placed in Special Education even though the kids are not learning disabled. Regular teachers do not want these kids in their class because they often have to modify their class.
- Special "consultants" are inflating numbers supposedly spent with the learning disabled students, but the students are not being served!
- Teachers need to have a dress code. The dress code for teachers is to come decent and the students have to wear uniforms.
- This year scores on the TAAS test were down because of the performance of the stewards.



- Teachers were not involved in teaching classroom work; the main focus was to go to different seminars and training. The district has jobs overlapping. Too many people have high paying jobs and positions.
- In 1998-1999 school year, test scores came down and it was not the teachers' fault. The district spent too much time trying to make campuses pretty, rather than focusing on academics. School officials played games with students, and try to blame the teachers; it's a carry-over from the former superintendent. She brought the programs with her and the district is still trying to carry out her programs.
- Books are not allowed to be taken home, they Xerox copies and the students are allowed to work off of Xerox. Parents cannot help their children with their assignments at home because they have no books.
- Too much time spent on TAAS, parents not informed about child's curriculum by teachers.
- Special Ed is keeping students busy, but are they learning?
- Bilingual ed. needs to be explained to parents; many parents are angry that no English being taught.
- Bilingual curriculum is changed too often.
- Teachers and staff are coming up with great ideas, but don't have the resources to follow through with ideas.
- Students who have been in Special Ed. Go into reg. math totally unprepared, there are no books, papers are not returned so they can see mistakes, no study guides, when books are furnished the exercises are not done. Many chapters are skipped as the SAISD stresses teaching the TAAS test, the excuse for not having books is no money, where are state funds and taxes going?
- TAAS is waste of time and should focus on real world situations.
- More money should be spent on clubs because I think that is what makes up a person.
- Let's teach spelling again.
- I agree that students need to take the TAAS, otherwise, how can the instructors know how much a student knows. Everything else seems to be ok, I think that too much time is being spent on the TAAS test and we have taken away from the children to learn more information.
- When the students take the TAAS, the questions are sometimes having totally nothing to do with the math and reading we learn in our class.
- Need to have showering facility in the chemistry class at Edison High School, in case of chemicals spilling on students, they have to go to the gym which is several buildings away.

- Academic concerns from a Thomas Jefferson High School and Mark Twain Middle School (i.e. "American Heritage School") Parent
- Inflation of grades should be banned.
- Moderate level students need a remedial, daily tutoring class beginning in elementary school, Reading, writing and math, as well as science deficiencies, addressed early on would provide every student with a better educational foundation.
- Stop allowing students to "fall through the cracks" merely because it's too much trouble to notify parents each weekend.
- Gifted students plus high performing students deserve to have a class of their own, not just a "gifted" designation.
- The pilot program "The American Heritage School" in its second year of operation, has done more to actively involve gifted and all other types of students in a real academic learning process than this parent has witnessed since 1990 in SAISD.
- Stop allowing teachers to be the sole determinants as to whether a student and parent "need to know" about any and all academic opportunities. Why? Students will have a better chance at determining which subjects, experiences, etc. offer each of them the hope of being "good" at something.
- Reinstate the old fashioned focus early on reading, writing, arithmetic and science daily drills. IT WORKS!!!!
- Simplifying instructions to an understandable level for "poor" students or "smart" students who might comprehend better if another, less complicated set of instructions is given after testing.
- If the majority of the class is not comprehending, don't just move on; there has to be resource materials available to teachers which they can give to better explain to students.
- Stop TAAS Drills, teach the children well, you don't need more money to do that!
- Reading drills; writing drills.
- Vocabulary drills; note taking drills
- Comprehension drills
- Math drills I know many seniors in their 70's , suffering from "mild senility," who can recite math facts, for their daily living, a great deal better than a vast majority of SAISD students which includes one of my children.
- Stop allowing parents to ban homework on a school-by-school basis. This parent knows this from personal experience.
- Principals should never forfeit the quality education of the student badly entrusted to him or her simply because "a few parents" don't feel like being bothered in the evening."
- Parents and teachers must work in close, frequent harmony in order to build upon a solid educational foundation.
- This parent's experience has been as follows in SAISD:

- I've always been a working parent.
- I have two gifted children and two moderate level children. The gifted children have been self-motivated; on the other hand I've struggled with one moderate child. The other moderate child was educated in another state which had a daily program which addressed the needs of such students.
- By the time I get home from my job, I cannot remedy the following
  - My child left his books at school or in the locker
  - My child said his teacher insisted that he leave his written class notes in a folder at school.
  - My child knows he has homework, but he forgot to write it down.
  - Question: Why is it true that elementary and college students receive detailed syllabus, In Advance, but no one in SAISD. Feels that overall student/parent performance might show tremendous progress is SAISD would GIVE each parent and child a SYLLABUS!
- PS Allow late working janitors to let working parents pick up forgotten books.
- Budgets are unevenly divided for certain areas (management) this program is favored above others.
- Money is not always available for needed curriculum supplies.
- What happened to at risk or even the regular kids?
- Regular students are overlooked
- Management or Special Ed students receive more attention/money
- TAAS is lowest common denominator. If kids are being taught properly and are expected to achieve. They will ace the TAAS!
- Too much emphasis on TAAS

# Appendix B

## PUBLIC FORUM COMMENTS

### *Community Involvement*

- (A+) for the Parent and Community Network.
- (A+) for Rockefeller Foundation grants and other grants that help community partnerships.
- We need more business school partnership especially with our magnet program.
- We need more parent involvement!
- More parents need to be involved.
- The parents who are involved need to have more say so in campus policies.
- More parents would become involved if they were made to feel welcome in the schools.
- We need more parents to get involved volunteers through out the city not only one school.
- Our school lacks communication skills with parents.
- When parents attend and become involved in PTA/PTSA, we provide info and are aware of situations that promote welfare of children/youth.
- I don't think these PTA's/PTSA'S should just be for parents, because some parents don't care, doesn't mean their child feels the same. If some of these things are for students they should tell us what it means.
- I think a parent should be allowed to join all and any PTA they wish at any school, the more involvement the better.
- As for as parent classes, I wish and hope you have more than you offer for the night for the working parents.
- Need to have students/parents not only be involved in PTA out in their neighborhood associations. They are part of a community effort to improve their community fighting graffiti drugs, code compliance, etc.
- I feel all teachers should join PTSA and they should encourage the students to join.
- Some schools do not have PTA.
- Schools must provide an open and receptive atmosphere to foster parent participation, this may help with involvement.
- Please keep parental involvement.
- Need more parents; welcome parents to all schools.
- Push/advertise the open door policy to every parent.
- Compel parents of disruptive children to come to school with their kids for 2-3 weeks. Maybe not come for 2-3 weeks, but shadow

their kids from room to room and sit right next to them (2-3 days depending on seriousness of their kid's action.)

- Reestablish parent community.
- Not all schools have parent involvement.
- Let Region 20 handle adult education.
- Parent academy and parent meetings are scheduled during working hours. Working parents can't take time off to attend, should have evening sessions.
- Parent academy offered evening classes last year were great turn out.
- Burbank has real good turn outs for programs.

### *Personnel Management*

- Teachers suffered pay cuts because of the firing of superintendent and her pay-off.
- How many administrators at district lost pay?
- New superintendent should care about students, not money!
- District doesn't advertise enough to attract and hire good/quality personnel.
- Girls get stuck with coaches who know nothing about the sport.
- Spanish-speaking kids are focused on too much!
- Bad communication from district to community.
- Won't freely give information that's already public.
- Parents are made to feel that they are imposing on district when they want information.
- Every student should be bilingual.
- Drugs out of control on campuses.
- Board should have executive sessions on another day other than regular board meetings.
- Counselors do a good job, but overworked.
- Look at present bureaucracy and determine which jobs are really needed (i.e., For academic achievement of students).
- There shouldn't be cops in school. School is for students, jail is for cops! Can you act civil????
- Why are some schools in SAISD (high schools) allowed more teachers when they have less students attending their campus.
- The firing practice is too rigid, the unions are too powerful.
- Due to finance and loss of student population, too many positions are frozen - by the time the freezes are lifted - excellent personnel have often already been hired elsewhere. To get quality teachers and teacher coaches for the students, hiring must begin much earlier in the year.
- Since a large part of the SAISD is bilingual, teachers of core course should also learn Spanish.

- Since the magnet school is "International Banking and Business" Spanish should be one requirement to enter this line of work.
- Staff dev... It would be nice if we were allowed to implement what we are being taught. (i.e., Issuing "incomplete" instead of F's and allowing contracted make-ups for credit). Great idea, but we aren't allowed to do it!
- Please pay teachers and staff more money.
- Too much wasted money for too many employees at the Central Office (Stewards Extra Supervisors)
- Pay scale is top heavy! (Ditto)
- Hire more teachers so classes could be smaller
- Why do we have to hire permanent subs to teach our classes?(non certification)
- Why are teachers taken out of their certification range and forced to teach classes they are not certified to teach?
- Why are principals/board members sent to retreats as far away as Colorado? Can you imagine this expense? Some spouses were allowed to go, also.
- Staff development is often times meaningless!
- Why have Instructional Guides?
- Temps should be part-time status for 90 days then made full-time employees or given some kind of compensation for working at a department for a year. Due to the districts financial problems, I can not be hired on a full-time basis.
- Schools are short on staff counselors because of hiring freeze.
- District morale at an all time low.
- Positions that are now vacant are not being filled, making the quality of performance low.
- Educators who are not doing their jobs in schools should not be put in Central office positions. All employees should be accountable for their performance.
- Hiring should not be done by the buddy system.
- Hard to terminate folks even if you document they aren't up to sufficient standards.
- Making unnecessary trips outside state to recruit new teachers - try the INTERNET!
- Offer higher salaries for better teachers
- Flexibility: hiring retired teachers for one term (semester)
- Less staff development for long time teachers.
- It's very hard for kids when teachers are out for training so often and substitutes are unqualified.
- Principal needs to chill out and excuse (people & students) for other religious holidays (christian) even though its not catholic holiday.

# Appendix B

## PUBLIC FORUM COMMENTS

### *Facilities Use & Management*

- A lot of millionaires have been made out of the billion dollar bond program. Bad deals going on in purchasing!
- Misuse of "Bond" issues, fixing old schools and adding to it. Making parking lots for teachers that are not being used; know they want to demolish a historical area to build a school.
- Girls sports facilities inadequate and substandard.
- This will be part of Title 9 suit.
- Main buildings are kept nice! Why not those that kids have to use daily?
- Custodians paid to do eight hour of work, but doesn't do the eight hours.
- We need a bigger school.
- We need a bigger school and music facilities.
- We need better maintenance.
- We need more stairways because the amount of kids you allowed in our school.
- WE NEED WINDOWS!
- Get rid of the bees outside.
- We need some bee medicine!
- We need a bigger auditorium!!!
- We need a bigger band hall.
- We need a bigger girls gym.
- We need a new roof.
- We need pest control.
- New bond additions Violates Title IX!!!
- Kick the slackers out!
- Close down small campuses (less than 300 students) don't spend money-"bond" - for new schools; use those campuses no longer housing students and use them for training centers.
- Our school is too small for as many people as we have.
- We need less students.
- Work on air conditioning.
- Stop accepting so many people.
- Keep restrictions on the amount of students allowed to be enrolled in one school.
- Need larger and modern buildings for all the needs of the students.
- Brackenridge was not designed for the number of students it has accommodated over the past 10 years - stairs are overcrowded,

cafeteria seating and lack of seating; certainly the library is far too small - too few restrooms.

- The library needs to be larger in order to accommodate students.
- Better management on job or work timeline.
- Facilities are substandard.
- Why was central office renovated and we have substandard science labs. No warm water in restrooms to wash hands. Remember, our kids must compete globally for jobs. The superintendent already has a job!
- Athletic facilities are very substandard compared to neighboring districts.
- When building any new facility there needs to be a job superintendent to directly oversee the construction constantly or money is wasted repeatedly.
- Custodial staff are very helpful to our students with special needs and are always ready to help staff with their classroom furniture (if they need to be moved).
- Custodians are very helpful in setting up for the different programs and keeping a sanitary school for healthy students. Planning for educational needs of students is an important part; even expansion of facilities and remodeling as necessary to do the job.
- Custodians need more pay; we work very hard for little pay.
- Please hire more custodian they are a great asset to any campus.
- Facilities planning poor
- Maintenance poor
- Energy poor
- Our custodians are the absolute BEST - but they are way over-worked and are expected to be ready-willing and able at a moments notice. And they get all sorts of flack when they fail to complete assigned duties, because some administrator made them pull extra duties.
- Beacon Hill Elementary, Poe Middle School, Davis gym. How were all three financed? Were there any trustees involved? Were the schools built to SAISD school specifications? Example: Stud spaces were 24 inches. Children can break the walls down. Question is the AC unit big enough or small enough.
- We need good water fountain in the locker room.
- Poor school furniture.
- New floor were just installed and already they are coming undone.
- Facilities can be upgraded to meet higher standards.
- They gyms needs air condition real bad.
- Our Custodial staff is the best they are a real asset to our school
- Why did the district build another football mini stadium? Waste of money.
- Need bleach to clean the restrooms.
- Keep restrooms open at Edison High for student use.



- Students at Whitier in school-suspension are required to spend all day in an un-air conditioned storage facility, temperatures have reached 109!, they eat breakfast and lunch in the same room.
- Custodians are great people at Edison High School.
- Custodians and lunch ladies should get paid more.
- Recognize custodians "they are doing a good job" How? Raise their pay.
- Students should respect the custodians and lunch ladies, they should not judge them on their occupation, because if they did not have that job, then this school would not be clean, and we would not have lunch.
- They should have custodial day once a year.
- There are not enough restrooms for the students population.
- Over crowded classrooms.
- Appreciative of using cafeteria for neighborhood organizations.

### ***Asset and Risk Management***

- Why are we experiencing this budget crunch?
- The districts health plans are among the best in the state - this does help to draw quality personnel.
- Health ins. Went up prescriptions and services, why do we pay more? (double prescriptions \$ one month supply).
- Workers comp charges us our sick days even if we are hurt at school or by a student why can't the district help?
- Changes promises to us in reference to the Bond issue have been retracted and changed.
- Staff was looking at cutting insurance benefits.
- Teacher need good insurance and more sick time. I hate when a teacher comes to school sick, then all the students get sick.

# Appendix B

## PUBLIC FORUM COMMENTS

### *Financial Management*

- Title I Discrimination How would you, the state of Texas, allow SAISD to only give Title I funds to certain schools when others qualified for monies and were not given any? Shame on you! Teacher raises hurt the budget particularly when the tax base was also dropped - Board Problem.
- Financial reports need to be available to anyone.
- Look for other sources of financing schools because people are taxed out.
- Administrators being paid way too much for what they do.
- School board needs better financial management.
- The extra-curricular activities is what keeps the students off the streets; yet, there isn't enough money to satisfy the needs to compete and win awards to encourage them to stay in these activities. S.A.I.S.D. is has the worst financial abilities when comes to these activities.
- It's my opinion the schools should be able to support both necessary subjects and our magnet schools, 4 extra curricular activities. All are necessary for a well bounded education's.
- Management needs to be watched better so special funds really go to special funds.
- School budgets are too rigid. We are not given freedom to decide how we want to spend our monies. It takes way too long to get purchase orders processed. Sometimes it takes six months to a year to get a big ticket items.
- Why do budgets get to us two months after school started?
- Career and Tech teachers budgets get spent without teacher getting to purchase supplies and equipment.
- Depts. Should be more accountable on spending
- Fund have been taken away from parent involvement in schools by principals and some schools have no funds.
- Hire a finance Director, Administrators who have been resigning this past year. Their positions are not be filled, their work is being delegated to other Administrators who already have more than enough work to do.
- Don't give raises, if there is no money, better planning.

### *Purchasing*

- Textbook selection process needs to be revised. It is not a quality process that includes all teachers that will be utilizing the new

texts. Do not select a text that we do not have all materials to implement. Be sure you provide copies for all teachers to review at each campus and not a select few!

- What is school anyway? We cannot issue textbooks because we do not have enough, is there a problem here? Maybe those retreats the principals took could pay for some textbooks? Stop buying books that are no help to students or teachers. Some methods of bidding - makes much more clerical costs much more for "para" salaries. The new idea by purchasing dept. to buy recycled/used up-in-date text book should continue - costs less more for the quality.
- Teachers need to have larger budget to buy more supplies.
- More supplies!
- Ok, I'll say it again. More supplies!
- Need more text book that are at students grade levels.
- Need text for upper level courses.
- More up to date equipment for classrooms.
- Warehouse need a better quality.
- Dual language program must have sufficient books and supplies to succeed.
- Stop worrying about the little things about the SAISD and worry about supplying us with BOOKS!!
- Purchasing for the band and more equipment.
- Put warehouse supplies orders.
- Buy more books so the kids can take them home study instead of worksheets.
- We should insist on competitive bidding or join a coop.
- More research in the place we want (or need) to purchase products.
- Buy textbooks and then use them from chapter 1 all the way through.
- Very difficult to get all the textbooks we need.
- Teachers are not allowed to purchase supplies unless the supplier is on the vendor's list.
- Supplies (paper!) not available especially those who need paper/toner for computer classes (We are buying out of our pockets).
- Why purchase laser printers & then complain when teachers ask for a new toner cartridge, or no one knows who is to Pay for the toner (around \$80 or \$90)
- Purchasing books children can't take home.
- Teachers fear loss of books, as taxpayers we have paid for books.
- District need to send more supplies to school.
- This department needs to be looked at (critically). Competitive bids, I believe have been broken. The contract process "smells".
- Text books purchased then thrown out for another series.
- Storage warehousing - empty.

- Why don't we have textbooks for every child!
- Where is the money going to purchase these items?
- I think the money our society puts in is enough to buy everything, including lunch. It is also a great thing how they don't charge us for many things and only for what we lose.

# Appendix B

## PUBLIC FORUM COMMENTS

### *Computers and Technology*

- I believe we need more computers. We have too few to be useful.
- Less restriction on the internet!
- Get the internet running.
- I was really surprised in all the new computers we received this year.
- District should train all employees.
- District training classes should be well planned and not subject to change at a whim.
- We have computers, but the teachers limit the use of them. Why are they there?
- Computers used equally by all students.
- What we were promised in terms of numbers of computers was far from reality.
- Elementary schools computers always down. Takes forever for them to be serviced.
- Need more computers in all classes!
- Need to have the district provide computer classes for parents.
- The way of the future - we need modern computers/technology for our kids to advance.
- Before leasing computers, make sure you provide staff to troubleshoot and keep equipment running. What a disaster! Computers throughout district have not been up dated as in other business fields - Doesn't seem to be enough technical support.
- The technology that I've seen has been impressive, but it would just like to see more of it in all classrooms (not just limited to magnet areas).
- The teachers have very good sources of technology and good opportunities for the students.
- This is as necessary as food for this body. Computers and Technology are a requirement for any business. Teachers are the controlling factor for watching students use them properly.
- We need more computers, it is the future.
- Technology programs need to be updated yearly.
- We need to set aside decent pay for "trouble-shooters" and teacher trainers. Talk to Houston ISD!
- Mostly all schools have poor computer
- Technology dept understaffed; staff take too long for servicing
- Computers used as a reward or after task completion, thus some children denied opportunity to use computer. Computers should be part of instruction, accelerated reader is the only time on computer.

- Keep everything updated, but it's good that every classroom has a computer.
- Get more updated computer for schools and software.
- Start teaching Pre-K on computer they too can learn.
- Students should have more access to computers when necessary.
- Should be given the money needed to purchase equipment needed, not just the computers itself, but also the software to include the hardware. SAISD does not have the equipment needed for our standards to excel. The Internet is all around us; we need to have the capability, so that our students can compete. When it comes to our students capability, our students have to buy big bulky computers when the school should interest in a couple of laptops so the kids do not fell out of place when they enter for competition.
- Have more advanced programs on the computer, there are too many activities and puzzle games.
- Why is our software not utilized to support students, faculty and administration
- Grading software, absentee tracking software available to teachers.
- Why purchase software that we are unable to use?
- Utilize money better when purchasing software, if we buy it, then why can't all students have access to learn to use it, not just management
- Why were computers brought with vocational funds and placed in academic, non-vocational classes?
- Why is vocational equipment stored in IG's office and not utilized by Voc. Students? ("so everyone can use it") This is not the purpose of the funds.
- Is the Voc. Money paying for the rental of all computers in our school?
- Computers not used to full capacity. I.E. students/teachers are not allowed to store data on a local hard drive, D? GB drives.
- We don't have enough computer equipment. We spent millions on computer connections and no computers or hardware. All the above are so limited. No wonder our children are not prepared to enter the millennium.
- Our district has a wide variety of computer technology. This will benefit the students in the future! Good work!
- Computers need to be upgraded.
- Transportation
- Could get here earlier.
- We need more buses, because we have too many kids standing on the buses (and this could be a safety hazard). My feet hurt when I stand.
- Transportation seems to make every effort to accommodate us when we need buses.

- For magnet students have one bus going to and from each high school.
- Buses are there when I need to use them.
- More buses are needed to move groups during peak times (school let out).
- We need more buses/drivers to fulfill the needs of the students (safety awareness).
- We need for drivers to be punctual.
- Scheduling Bus Service - The buses run to late for those students that need to report to school earlier than 7:00a.m.
- Route buses after school leave too soon and leave some students stranded and struggling to find a ride home. Staff does not allow students back in the building for one phone call!
- Transfer all sports teams going to one location at the same time.
- When transportation budgets are cut - not enough drivers - no extra via buses - many problems come into play. The transportation department transports the day student first as it should be and extra - curricular activities next.
- Our transportation sometimes seem like they might need an extra assistant to help with our students with special needs, especially when one needs to help with wheelchair lifts.
- Our transportation needs are important. I appreciate their involvement to the magnet school needs, and regular student needs.
- I like the transportation because it's there for me when I don't have a ride to school.
- Try to kept buses clean at all times.
- When the Bus Company changes the schedules, please make sure they know if students are really waiting for the bus. One bus route that I was on had it where the bus driver went to Baskin Elem. At about 7:15, she had to wait until 7:35 for a VIA bus that came to drop off certain kids that would get in her bus. Next from Baskin, she took the kids to Arnold Elem. at about 7:57 and left there at 8:00 from there she went to Mann MS at 8:15, picking up a student. From Mann, she went to, Longfellow MS and got there at 8:30. 8:30 is when classes start, at Longfellow, there were no students there because classes start at 8:30, after Longfellow she went to Twain (destination) I along with 3 other students got in class at 9:00. They had to change our bus to 178, from Mann; we go straight to Iwain, getting there at 7:30 A.M.
- Not enough buses and bus drivers needed, students spend too much time on the bus coming and going.
- School buses are not available for trips for everyone...only to management students.
- 20,000 to transport students that live in our district to be bused to another district is a waste of money.

- Especially when the other district gets the student funding. If parents want their children to go to another district make them responsible for transportation.
- Special ED buses need to be air conditioned.
- Change the time on the van bus, so the student does not have to wait half hour for the bus. When they get on the bus it is very hot outside.
- Another waste; scheduling is terrible and safety is not a concern.
- I think the district needs to spend more money on school buses because they always seem to break down.
- The bus maintenance needs to improve. If problems arise replacements need to be provided as soon as possible. Our students safety should be a priority. They need adequate transportation.



# Appendix B

## PUBLIC FORUM COMMENTS

### *Food Services*

- Cold food with no taste.
- A lot of waste of food and money.
- Kids don't like the food.
- We need better food.
- Put Church's or Wendy's in the cafeteria.
- More vending machines at student prices!
- We need a buffet table in the Café!
- We don't need enchiladas.
- We need a bigger variety of foods that are tasty and good.
- Amount of foods needs to be larger.
- Great food in cafeteria.
- Very polite cafeteria workers.
- No more soy burgers!!!
- More periods for lunch time.
- Bring in outside vendors.
- Bring back 3 lunches so they won't be overcrowded in the z that we have.
- Need more time for lunches.
- If all kids eat free - All staff should eat free!
- The nutritional content of most meals seems questionable.
- Line service need improvement in older to allow student proper time for eating!
- The amount of food served to these Growing kids should be sufficient to satisfy their hunger also, the quality should be the best not the cheapest we can get it for.
- More food for student population; variety increases should be implemented; portion increases for hungrier students (Food Shortage).
- Food managers do your job!
- Not enough food supply!
- Quality of food - Ok could be a great deal better!!!
- I seriously cannot distinguish between cafeteria fries and hamburgers the food definitely needs an improvement.
- Why are schools with 2,500 students given a 1 hour lunch period, 30 minute for half the population.
- Hourly food service personnel has caused budgets to also escalate.
- Spectacular Meals!
- I believe that they do a wonderful job of making sure we are getting the nutrition we need in a diverse selection!

- Students at our larger campuses need more time to eat as well as do the Food Service Department need more time to prepare.
- Students need more time for lunch.
- Not enough food for all the students in the cafeteria.
- Prices too high for faculty
- When we originally want to BLOCK schedule, we had an hour-long and the kids could choose to go to tutoring with individual teachers. It was a tremendous success! TAAS scores improved without mandatory tutoring. We should go back to that!
- Food service supervisor are too tough on food service personnel.
- Food is alright but need to tidy up kitchen
- I think some of the food is okay, but I don't think they should serve leftovers so many times in a row. They should get more variety.
- Needs to be more of a variety of food (choices)
- Students should be aloud to drink coffee
- No food should be allowed in class room or hallway etc. only in cafeteria area.
- There sometimes (many times) is not enough food left to serve the last lunch period.
- I found a dead worm's skin in my coffeecake, try to seal up the floor bin.
- If a student wants to eat a 2<sup>nd</sup> time, then they should.
- Students should not write on the walls in the kitchen.
- Quality of food could be better (a lot of wasted food.)
- 2<sup>nd</sup> lunch teachers do not have the quantity of food available to them.
- 2<sup>nd</sup> lunch kids and teachers have dried out food. (leftover from 1<sup>st</sup> lunch.)
- poor quality of foods in school cafeteria
- They are always to tight with the food.
- If we could have more longer lunch periods.
- Free lunch for the whole district needs to be re-examined, make the parents responsible maybe then the kids will value the food they get
- Give larger servings when requested, some menus provide insufficient ingredients.
- They limit the food, my kids are small but they eat a lot and seem hungry right after school. The food is good, my kids eat all of it.
- Free lunch is a great idea.
- Facilitie s often to small for amount of children.
- Quality of Food - C
- Needs improvement on healthier foods, not so much fat.
- My son told me that the food was not cooked right. They need a better service for the student's to eat at school.
- Food services needs more hours to work.

- This is my first year here at Jefferson High School and I just want to say that the food service is very good. I think they shouldn't change a thing!
- Well, I think the food could be better, but the services is great!

### *Safety and Security*

- Discipline should revert back to teachers
- Alternative schools operate like prisoners because kids act like prisoners
- Not enough law enforcement
- think that our school is safe because the two SAISD police officers keep the trouble makers under control. (not) James W.
- We need more elevators and land stairs.
- Need more cops.
- Fully utilize alternative schools for student's who refuse to follow school rules and are chronic discipline problems.
- We need more stairways.
- Girls locker room
- Security Officers need be visible (halls etc...)
- More security officers (3-5)
- They treat us sort of like prisoners.
- District must enforce policy concerning discipline of students. When the district takes it serious the students will take it serious. The district must take the school back from the "Thugs running the schools".
- If you are not going to enforce a rules don't have it. It makes us look like fools.
- I believe a good presence of campus police and school officials at all times is required. There are some areas of school where no officials are present while students are moving areas.
- Remove problem students for longer than 18 weeks if necessary. Make students who are doing 2<sup>nd</sup> AEP assignment spend 2 semesters there... next step should be expulsion!
- District sets policies that realistically cannot be enforced! (ex: Dress Code)
- Consequences at the district level need to be enforced. What happened o zero tolerance in the schools.
- Not enough local law enforcement for each school. How come some school have more staff (and law enforcement) than other schools.  
Example: Look at student populations per school. Distribute campus law enforcement by number of students per campus!!!
- Alternative Education Program - We are not a ranch herding cattle (head "em" up move them out). We need a complete alternative campus that re-educate all (minimum 200-600).

- We do not have any programs at the high school level for troubled youth! What's up with that? - But the district or title I money can be paid to send principals and teachers to retreats for inservice time! Is this really necessary? Nope! Good Point!!!
- We need more security like metal detectors.
- If parents continue to stay uninvolved, teachers need to be allowed to act as "surrogates" and discipline as needed.
- The district needs an internal audit on the SAISD Police Department. Racism is alive and well in the way police treat minorities.
- I would like to see greater law enforcement on school campuses. Work with law enforcement to create a positive image "example" have them participate in career night Although the use of lockers presents a security issue I feel, as a teacher, that it is unreasonable to expect students to carry around books for all their classes all day. Students feel this way, too, and respond by either not bringing books at all or leaving them somewhere and losing them, classroom book sets are all right but do not allow for homework assignments, studying for tests, or other book-related projects.
- The safety of the students is not being fully protected. At my school sometimes there may be fights, and the people who are supposed to watch for trouble wait until the fight gets bad in order to stop it, also, if there are people taking drugs to the school someone has to tell the adult. "Where is the adult? talking nice things to other students instead of doing their jobs.
- My concern, when a child (youth) causes problem (undisciplined) they send them home. Suspension in past the child would be kept A.C; sending them home is not the answer. They will do it again and again, so they can waste time and stay out of school. We need to keep them in school.
- District policies not enforced consistently.
- Disruptive students are interfering with the educational learning of their peers. We need punitive measures to involve the parents of these disruptive children.
- Too many disruptive students allowed to continue their actions.(DITTO)
- We need a one strike, you've out policy or rule statewide.
- Hold students responsible for their actions, we waste so much time, money, and personnel to "talk"!
- Portable buildings too close to street.
- Replace doors for better security, better fire alarms so that kids can't tamper with them. Better fire alarms.
- District plays games with alternative schools and placement laws.
- Relations with local law enforcement not good.
- I think the school is doing a good job on enforcing school policies (especially the dress code).

- I don't like having to dress like everyone else.
- More parents need to be involved with their kids to keep them out of trouble.
- Be lenient with uniforms, then I think more students will be able to accept them and won't be so hostile towards them.
- Get the parents into the school. If they see how their kids act! Changes will happen.
- In order for kids to excel, parents and community must actively participate in their education. This includes holding school board members accountable and electing those who care about kids instead of their own personal fiefdoms!
- I believe everything about our dress code is making a more of problem than what the student body wears during school.
- Sometimes out district is left out in certain activities.
- I think the dress code is all right, but they should give us a little slack, I feel they should let us wear Cargo pants and flare pants, they told us this rule after school started. So lots of students bought Cargos and flare, now we can't wear them, I don't think that is right, they should not care what we are dressed like as long as we come to school.
- I agree that students should not be allowed to wear Cargos and flare pants, because they are good hiding places for hand guns, rules are rules it will carry on to the work place.
- Do not agree on not being able to wear Capri/pedal pushers for girls shorts are ok, but they are shorter.

# Appendix C

## DISTRICT ADMINISTRATORS, SUPPORT AND CLERICAL STAFF SURVEY RESULTS

- A. Overview
- B. Tables (Exhibit C-1)
- C. Verbatim Comments

San Antonio Independent School District (SAISD) has 1071 district administrators, support and clerical staff in the district. Included in this total are 283 administrators, 560 support staff, and 228 clerical staff. Of the 1071 district administrators, clerical and support staff that received surveys, 336 returned surveys. This represents a response rate of 31 percent. Respondents were divided among administrators (30 percent), clerical staff (27 percent), and support staff (43 percent). Slightly over half (59 percent) were male, while 42 percent were female. Most administrators and staff who responded to the surveys were Hispanic (59 percent), while 31 percent were Anglo, six percent were African American, and one percent were Asian. Another four percent classified themselves as "Other."

When asked about their length of employment in the district, a majority of district administrators and support staff indicated they had worked in the district for over 10 years but not necessarily in the same capacity that they now work. Slightly more than half (53 percent) of the respondents had worked in the district for over 10 years, including 20 percent that had worked in the district over 20 years.

Fifty-nine (59) percent of respondents have worked in the same capacity for less than 10 years. Another 20 percent had worked in the same capacity for 11 to 15 years while 11 percent had worked in the same capacity for 16 to 20 years. Only 11 percent had worked in the same capacity for over 20 years.

The survey questionnaire was comprised of two sections: a multiple-choice section and a comment section. The multiple-choice section asked employees their opinions about nine of the 12 areas under review. The nine areas covered in the survey were:

- District Organization and Management
- Educational Service Delivery and Performance Measurement
- Personnel
- Community Involvement
- Facilities Use and Management
- Financial Management

- Purchasing and Warehousing
- Safety and Security
- Computers and Technology

The comment section asked employees to express their opinions on the overall educational performance of the district in general. Responses for the multiple-choice questions are summarized below.

### **District Organization and Management**

In general, district administrators and support staff were displeased with the school board. Only one-third (33 percent) of administrators and staff indicated school board members listened to the opinions and desires of others, and 43 percent felt the school board allowed sufficient time for public input at meetings.

The district administrators and support staff had mostly positive opinions about the superintendent. Nearly two-thirds (66 percent) felt the superintendent was a respected instructional leader, while slightly less (63 percent) indicated he was a respected business manager.

District administrators and support staff had mixed opinions about the central administration. While a majority (59 percent) felt central administration supported the educational process, less than half (40 percent) felt central administration was efficient. In addition, less than one-fourth (21 percent) indicated that morale was good among central administration staff. Fifty-two (52) percent disagreed.

### **Educational Service Delivery and Performance Measurement**

Most (62 percent) district administrators and support staff believed that student education was the district's main priority. However, only 34 percent indicated that teachers had the opportunity to suggest new, more effective programs and materials. Twenty-four (24) percent disagreed while 42 percent had no opinion.

Respondents had mixed opinions on the ability of the educational program to meet the needs of all district students. One-fourth (25 percent) indicated that the educational programs meet the needs of college-bound students, while 28 percent disagreed. Forty-seven (47) percent had no opinion. Likewise, 28 percent indicated the district met the needs of work-bound students while 27 percent disagreed. Forty-five (45) percent had no opinion.

Of those with an opinion, most administrative and support staff personnel indicated the district had effective educational and special programs. For

educational programs, respondents considered physical education (48 percent), reading (47 percent), English/Language Arts (46 percent), writing (45 percent) and computer instruction (45 percent) as the most effective. Programs considered least effective included vocational education (33 percent) and business education (35 percent). The percentage of respondents that had no opinion ranged from a low of 39 percent (reading) to a high of 52 percent (business education).

For special programs, the most effective programs were considered to be special education (50 percent), summer school (43 percent) and alternative education (43 percent). Administrative and support staff thought the least effective programs were parental counseling (23 percent), college counseling (24 percent) and dropout prevention (26 percent). Again, a substantial percentage (35 to 55 percent) reported having no opinion.

Administrators and staff had mixed opinions on teacher job performance. Slightly less than one-fourth (23 percent) indicated teacher turnover was low, but 36 percent disagreed. Forty-one (41) percent did not think that highly qualified teachers filled job openings while only 17 percent did. Only 16 percent indicated that the district rewarded teachers for superior performance while 44 percent disagreed. Nearly equal percentages agreed (24 percent) and disagreed (25 percent) that the district counseled teachers for poor performance. Likewise, identical percentages (31 percent) agreed and disagreed that the district notified parents immediately if their child was absent from school. While 36 percent said that teachers seldom left their classrooms unattended, 22 percent disagreed. In addition, 35 percent thought that student-to-teacher ratios were reasonable while 29 percent disagreed.

More administrative and staff personnel disagreed (36 percent) than agreed (28 percent) that all schools had equal access to educational materials, such as computers, TV monitors, science labs, and art classes. However, of the 71 percent expressing an opinion, 62 percent indicated students had access to school nurses when needed.

## **Personnel**

Only 21 percent of administrative and staff personnel indicated that the district effectively projected future staffing needs while 40 percent disagreed. Furthermore, 27 percent of respondents indicated the district rarely filled positions with temporary employees while 43 percent disagreed.

More respondents disagreed (45 percent) than agreed (21 percent) that the district had an effective employee recruitment program. Likewise, 32 percent thought the district had an effective staff development program



while 43 percent disagreed. Similar percentages held (32 percent agreed, 48 percent disagreed) on the issue of an effective orientation program.

Respondents were divided over the issue of compensation. Forty-three (43) percent indicated district salaries were competitive with similar positions in the job market, while 48 percent disagreed. Respondents were also divided over whether or not the health insurance package met their needs. Forty-nine (49) percent indicated the insurance package was adequate while 46 percent disagreed.

A strong majority (86 percent) of respondents said that district employees received annual performance evaluations. However, only 11 percent indicated the district rewarded competence and experience, and only 27 percent thought the district counseled poor-performing employees promptly and appropriately. Respondents were evenly divided (36 percent agreed, 36 percent disagreed) over the promptness and fairness of the district's grievance process.

### **Community Involvement**

By a 2:1 ratio, district administrators and support staff indicated the district regularly communicated with parents. However, 36 percent had no opinion. Slightly more than half (55 percent) of the respondents indicated that local TV and radio stations regularly reported school news and cafeteria menus. However, only 19 percent indicated they had plenty of volunteers to help students in school programs. Forty (40) percent disagreed while 41 percent had no opinion. More respondents agreed (47 percent) than disagreed (20 percent) that district facilities were open for community use.

### **Facilities Use and Management**

In general, district administrators and support staff were satisfied with school facilities although some exceptions were indicated. Thirty-eight (38) percent of respondents indicated the school board, faculty, staff, parents, citizens, and students provided input into facility planning. Thirty (30) percent disagreed while 32 percent had no opinion. Less than one-fourth (22 percent) of respondents thought the district selected architect and construction managers objectively and impersonally, while 35 percent disagreed and 43 percent had no opinion.

A majority (60 percent) of respondents indicated that schools were clean. Regarding maintenance and repair, slightly more than half (51 percent) of the respondents indicated the district promptly and properly maintained buildings. Slightly less (48 percent) indicated the same was true of

emergency maintenance. However, more disagreed (44 percent) than agreed (40 percent) that the district repaired buildings promptly.

### **Financial Management**

District administrators and support staff were not inclined to give opinions about the district's financial management. Twenty-five (25) percent of administrators felt the district effectively involved principals and teachers in site-based budgeting, while 27 percent disagreed. However, 49 percent had no opinion. Only 16 percent felt campus administrators were well-trained in financial management practices, while 39 percent disagreed. Nearly half (45 percent) had no opinion. Fewer respondents were likely to agree (25 percent) than disagree (34 percent) that district financial reports were easy to read and understand, while 41 percent had no opinion. Over half of all respondents (52 percent) had no opinion when asked if the district provided these reports to community members when requested. Twenty-seven (27) percent indicated the district did provide these reports while 22 percent disagreed.

### **Purchasing and Warehousing**

District administrators and support staff had mostly positive opinions about district purchasing and warehousing practices. Slightly more than half (52 percent) of respondents indicated that the district provided teachers and administrators an easy-to-use standard list of equipment and supplies. Only 27 percent thought purchasing processes were cumbersome.

Over half (53 percent) of all administrative and staff personnel indicated the district purchased needed supplies promptly, although fewer (38 percent) thought the district bought the highest quality products at the lowest cost.

More respondents (35 percent) than not (nine percent) indicated textbooks were in good shape, while similar percentages (34 and 14 percent respectively) thought the district provided the textbooks to students promptly. Also, more respondents (31 percent) than not (20 percent) believed school libraries had enough books and resources for the students. Fifty (50) percent indicated they had no opinion.

### **Safety and Security**

District administrators and support staff had mixed opinions about the district's safety and security. A large majority of respondents felt that gangs (76 percent), drugs (63 percent), and vandalism (80 percent) were serious problems in the district. Additionally, less than half (39 percent) of

respondents indicated the district disciplined students fairly and equitably for misconduct. Thirty (30) percent disagreed while 32 percent had no opinion.

Additionally, a majority (56 percent) of respondents thought that security personnel had a good working relationship with principals and teachers, and 47 percent indicated that students respected and liked security personnel. Also, slightly more than half (54 percent) responded the district had a good working arrangement with local law enforcement.

### **Computers and Technology**

District administrators and support staff were mostly satisfied with the district's computer technology. About half (49 percent) of the respondents thought the district offered enough basic computer classes, but fewer (33 percent) indicated the district offered enough advanced computer classes.

Fifty-five (55) percent of respondents indicated computers were new enough to be useful for student instruction. Less than half (45 percent) indicated students and teachers had regular access to computer equipment and software in the classroom. Only one-third (33 percent) believed that teachers knew how to use computers in the classroom, while 25 percent disagreed. Forty-two (42) percent had no opinion. While 46 percent thought students regularly used computers, 22 percent disagreed. Thirty-six (36) percent had no opinion.

# Appendix C

## DISTRICT ADMINISTRATORS, SUPPORT AND CLERICAL STAFF SURVEY RESULTS

### Exhibit C-1 Management Review of The San Antonio Independent School District Administration and Support Staff Survey Results (n=336)

#### ***PART A:***

1. Gender (Optional)

Male	42%
Female	59%
  
2. Ethnicity (Optional)

Anglo	31%
African American	6%
Hispanic	59%
Asian	1%
Other	4%
  
3. How long have you been employed by San Antonio ISD?

1-5 years	22%
6-10 years	25%
11-15 years	22%
16-20 years	11%
20+ years	20%
  
4. Are you a(n)?

a. Administrator	30%
b. Clerical staffer	27%
c. Support staffer (i.e. transportation, food services, etc.)	43%

How long have you been employed in this capacity by San Antonio ISD?

1-5 years	31%
6-10 years	28%
11-15 years	20%
16-20 years	11%
20+ years	11%

### **District Administrators and Support Staff Survey**

#### ***PART A:***

1. Gender (Optional)

Male	42%
Female	59%

2. Ethnicity (Optional)

Anglo	31%
African American	6%
Hispanic	59%
Asian	1%
Other	4%

3. How long have you been employed by San Antonio ISD?

1-5 years	22%
6-10 years	25%
11-15 years	22%
16-20 years	11%
20+ years	20%

4. Are you a(n)?
- a. Administrator 30%
  - b. Clerical staffer 27%
  - c. Support staffer (i.e. transportation, food services, etc.) 43%

How long have you been employed in this capacity by San Antonio ISD?

- 1-5 years 31%
- 6-10 years 28%
- 11-15 years 20%
- 16-20 years 11%
- 20+ years 11%

**PART B:**

<b>A. District Organization &amp; Management</b>						
<b>Survey Questions</b>		<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
1.	The school board allows sufficient time for public input at meetings.	12%	32%	30%	23%	3%
2.	School board members listen to the opinions and desires of others.	5	28	27	27	14
3.	The superintendent is a respected and effective instructional leader.	28	38	22	9	3
4.	The superintendent is a respected and effective business manager.	26	37	22	12	3
5.	Central administration is efficient.	6	34	17	33	10
6.	Central administration supports the educational process.	10	49	20	15	5

7.	The morale of central administration staff is good.	3	18	26	35	17
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**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.	16%	46%	11%	22%	5%
9.	Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	4	30	42	20	4
10.	The needs of the college-bound student are being met.	2	23	47	23	5
11.	The needs of the work-bound student are being met.	2	26	45	21	6
12.	The district has effective educational programs for the following:					
	a) Reading	7	40	39	11	3
	b) Writing	6	39	40	12	3
	c) Mathematics	6	37	41	15	2
	d) Science	3	39	46	11	2
	e) English or Language Arts	5	41	42	10	2
	f) Computer Instruction	3	42	42	12	1
	g) Social Studies (history or geography)	3	40	47	8	1
	h) Fine Arts	3	36	47	13	2
	i) Physical Education	3	45	43	7	2
	j) Business Education	2	33	52	12	2
	k) Vocational (Career	3	30	44	18	5

	and Technology) Education					
	l) Foreign Language	4	38	48	7	2
13.	The district has effective special programs for the following:					
	a) Library Service	2	33	50	13	3
	b) Honors/Gifted and Talented Education	4	37	41	13	5
	c) Special Education	6	44	35	11	4
	d) Head Start and Even Start programs	4	32	52	9	2
	e) Dyslexia program	2	25	54	13	7
	f) Student mentoring program	5	36	47	10	3
	g) Advanced placement program	3	30	53	11	4
	h) Literacy program	3	28	53	14	2
	i) Programs for students at risk of dropping out of school	4	28	42	18	8
	j) Summer school programs	5	38	40	14	3
	k) Alternative education programs	4	39	42	12	3
	l) "English as a second language" program	4	32	49	11	4
	m) Career counseling program	2	25	53	13	7
	n) College counseling program	2	22	55	15	7
	o) Counseling the parents of students	1	22	48	21	9
	p) Drop out prevention program	2	24	44	22	8



14.	Parents are immediately notified if a child is absent from school.	4	27	38	24	7
15.	Teacher turnover is low.	2	21	42	29	7
16.	Highly qualified teachers fill job openings.	0	17	42	32	9
17.	Teacher openings are filled quickly.	1	17	44	29	10
18.	Teachers are rewarded for superior performance.	1	15	40	33	11
19.	Teachers are counseled about less than satisfactory performance.	1	23	52	18	7
20.	All schools have equal access to educational materials such as computers, television monitors, science labs and art classes.	2	26	35	24	12
21.	The student-to-teacher ratio is reasonable.	2	33	37	22	7
22.	Students have access, when needed, to a school nurse.	6	56	29	8	1
23.	Classrooms are seldom left unattended.	3	33	43	17	5

### C. Personnel

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
24.	District salaries are competitive with similar positions in the job market.	6%	37%	8%	29%	19%
25.	The district has a good and timely program for orienting new	1	31	20	32	16

	employees.					
26.	Temporary workers are rarely used.	2	25	31	35	8
27.	The district successfully projects future staffing needs.	1	20	29	35	15
28.	The district has an effective employee recruitment program.	1	20	35	29	16
29.	The district operates an effective staff development program.	3	29	26	28	15
30.	District employees receive annual personnel evaluations.	11	75	7	5	2
31.	The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	0	11	10	38	40
32.	Employees who perform below the standard of expectation are counseled appropriately and timely.	2	25	17	38	19
33.	The district has a fair and timely grievance process.	2	34	28	24	12
34.	The district's health insurance package meets my needs.	4	45	6	25	21

#### **D. Community Involvement**

	<b>Survey Questions</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
35.	The district regularly communicates with parents.	3%	40%	36%	17%	4%

36.	The local television and radio stations regularly report school news and menus.	5	50	23	21	2
37.	Schools have plenty of volunteers to help student and school programs.	2	17	41	35	5
38.	District facilities are open for community use.	3	44	33	16	4

### **E. Facilities Use and Management**

<b>Survey Questions</b>		<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
39.	Parents, citizens, students, faculty, staff and the board provide input into facility planning.	6%	32%	32%	25%	5%
40.	The architect and construction managers are selected objectively and impersonally.	6	16	43	25	10
41.	Schools are clean.	10	50	19	16	5
42.	Buildings are properly maintained in a timely manner.	9	42	18	23	9
43.	Repairs are made in a timely manner.	7	33	17	31	13
44.	Emergency maintenance is handled promptly.	12	46	21	15	7

### **F. Financial Management**

<b>Survey Questions</b>		<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
45.	Site-based budgeting is used effectively to extend the involvement of principals and	2%	23%	49%	23%	4%

	teachers.					
46.	Campus administrators are well trained in fiscal management techniques.	1	15	45	32	7
47.	The district's financial reports are easy to understand and read.	2	23	41	26	8
48.	Financial reports are made available to community members when asked.	3	24	52	15	7

### **G. Purchasing and Warehousing**

<b>Survey Questions</b>		<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
49.	Purchasing gets me what I need when I need it.	5%	48%	27%	13%	7%
50.	Purchasing acquires the highest quality materials and equipment at the lowest cost.	4	34	32	21	8
51.	Purchasing processes are not cumbersome for the requestor.	3	35	34	20	7
52.	The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	4	48	35	11	2
53.	Students are issued textbooks in a timely manner.	3	31	53	10	4
54.	Textbooks are in good shape.	2	33	55	7	2
55.	The school library meets student needs for books and other resources for students.	2	29	50	16	4

<b>H. Safety and Security</b>						
<b>Survey Questions</b>		<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
56.	Gangs are not a problem in this district.	1%	7%	17%	49%	27%
57.	Drugs are not a problem in this district.	1	5	22	43	30
58.	Vandalism is not a problem in this district.	0	5	15	49	31
59.	Security personnel have a good working relationship with principals and teachers.	8	48	29	10	6
60.	Security personnel are respected and liked by the students they serve.	6	41	36	13	3
61.	A good working arrangement exists between the local law enforcement and the district.	8	46	34	10	3
62.	Students receive fair and equitable discipline for misconduct.	5	34	32	19	11
<b>I. Computers and Technology</b>						
<b>Survey Questions</b>		<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
63.	Students regularly use computers.	5%	41%	36%	17%	2%
64.	Students have regular access to computer equipment and software in the classroom.	3	42	36	18	1
65.	Teachers know how to use computers in the classroom.	2	31	42	22	3
66.	Computers are new enough to be useful for	4	51	34	10	1

	student instruction.					
67.	The district meets students needs in computer fundamentals.	3	46	36	13	1
68.	The district meets students needs in advanced computer skills.	3	30	45	20	3
69.	Teachers and students have easy access to the Internet.	6	41	40	12	2

# Appendix C

## DISTRICT ADMINISTRATORS, SUPPORT AND CLERICAL STAFF SURVEY RESULTS

### *Verbatim Comments*

Administration comes first before the students.

All questions answered with "no opinion" means that I don't know whether they do or they don't. Since I go from school to school and walk the halls I notice that students are allowed by teachers to "sleep" during classes. There is no discipline for students.

Although I work for the SAISD, I do not familiarize myself with the teaching techniques here at SAISD. Or about the various programs offered.

Although the majority of the district students are inner city Hispanic, there is no strong district English language development program. A large number of these students don't have sufficient mastery of English or Spanish to be successful academically.

Although there are many needs in this district, these I feel are the most outstanding: the need for vocational classes in the middle school, need a registered nurse at every campus and use the lunch and health aides as an adjunct and need computers.

An excessive amount of administration "need" to constantly place staff in difficult or uncomfortable situations. For example, telling staff they may have to move locations (campus) and then moving them two times (multiple campuses) in three months.

As a social worker for the district, I support all programs aimed at reducing absenteeism and addressing students, parents, and family needs. I feel our district needs to continue creating new and innovative programs to address student and family needs.

As in any organization, if employees needs are not being met, the dissatisfaction filters to the objective. Some areas noted are: favoritism. Departments within the district don't work with one another. Personal agendas exist with every school board member.

At all levels, we have good personnel not receiving support and poor personnel not being terminated. Part of this is due to the board; part is due

to perpetuation of an old system--who you know, not what you can do. The board spends monies recklessly.

Biggest concern is how the district administration has used funds, especially federal funds. We had a superintendent who was reckless in the way she spent monies and how she spent them.

Board is "very political"- only those they know are promoted. To get promoted, you need to socialize with board members! It's not what you know-or how well you do it-it's who you know!!

Board meetings are mostly conducted in a most unprofessional manner. Board members are given so much authority in conducting the business for the district. Many times they approve items that are not the recommendation of staff.

Board members interfere with day-to-day operation of the district. Award of contracts by board is not based on qualifications or best value, but on political and personnel favoritism and rewards. Administrators are threatened by board members.

Bosses are making many changes that are not for the well being of the employees or the students. They don't put much effort in the long-term effect it will have. They are spending thousands relocating employees.

Budget time computer sits on desk floor.

Campus police, there are too many plus positions of which two are considered a joke and a waste of money. The chief does not support his officers and there is low morale.

Cut the overhead cost; use seniority and skill for promotions and not the good ole boy way.

Discipline is poor and not consistent, and the police department is not supported by the school district. The students are out-of-control and lots are dropping out in the 9th grade. Also, students aren't up to their education level in the grade they're in.

Discipline needs to improve drastically--too much politics on the school board, need to look at student needs instead of self gloating. Get computers out of elementary schools--it is time to teach, not train. Most of these kids cannot read or write.

District needs to develop curriculum for reading. A war on reading should be declared.



District personal strive to keep education as its priority, but reforms issues and change has created dissention amongst the teachers. Change has been very difficult for the school's staffs. This reform and budget and personnel cuts have lowered morale.

Employees are prohibited from overtime pay and limited to compensatory time. Employees had to give in return two days pay to help balance the budget which leads to belief of mismanagement by administration.

Employees need to be compensated for a job well done. It rather needs to meet the market value for the same type of work done by the district employees. A/C, carpenter, plumber, electrician, mill shop, warehouse, driver, etc... all employees are underpaid.

Employers do get evaluated annually. This evaluation has absolutely no value to some of us. It depends if the director likes you and/ or if you are her friend. This is an opinion expressed by many of us.

Expulsion hearing personnel need to learn the laws and learn their job. They are not effective and tend to buckle under pressure from the parents.

For many of these questions/statements, the response could vary depending on the campus.

Funding limitations interfere with maintaining an adequate work force - when staff retires the dept is not allowed to hire new staff. Therefore, caseloads increase for the remaining staff. Salary determination is not based on an objective procedure.

Grades are highly inflated. Pupils go to college with unrealistic expectations. Currently, we have an exceptional interim superintendent. He is a very effective leader.

I am a parent of children that attend SAISD schools and I am sorry to say that we have a lot of bad experiences in the SAISD. One child's science teacher left half way through the school year and the class basically had a baby sitter for the rest of the year.

I believe that one of the major problems we are encountering is that our administrators, including principals, school board, and even our previous superintendent have no business sense. Everything that is done is geared toward pleasing administrators.

I believe that SAISD has made tremendous progress in the educational progress of students. This is due to the hard work of teachers and

administrators working together as a team (both at campus and district level).

I believe the district has been steadily improving in all areas for many years. Many dedicated people work very hard under difficult circumstances to help district children achieve. I think our interim superintendent would be great as a permanent superintendent.

I believe the majority of our teachers are doing their job, and our kids are learning. I think our district got off track when our former superintendent threw all kinds of programs at our schools that weren't beneficial to our students.

I feel our students need more tutoring. I am concerned about some students not knowing how to read, secretaries that have some college education are not used to the best district performance.

I feel support paraprofessionals would do above and beyond the call of duty when asked, but are not treated with respect and dignity or even thanked. Teachers were given monies for performing above the call of duty, but paraprofessionals were not part of this ceremony.

I feel that a major obstacle to educational performance in SAISD is union control. Teachers are encouraged to give the minimum time and effort in and out of the classroom by the unions.

I feel that administration down to the bottom worker should have knowledge as far as the leadership and job that they have been hired for.

I feel that the cost of our medical benefits is ridiculous. It was too coincidental that the benefits were increased shortly after the former superintendent left the district. My benefits tripled in cost. I also feel that the current board members are making irrational decisions.

I feel that the district is very unfair to their clerical staff. Promotions available to clerical staff are a secretary/clerk position. When these positions and vacancies arise, it is almost always filled with someone from outside the district.

I feel that there are too many top administrators and most of them are making absurd amounts of money for the little work they actually do. In our district, teachers and classified personnel deserve some of that money those overpaid employees are making.

I feel we need more people who care about the students and their education. All the people who are at the top of our pyramid only care about politics and how much their salary is. They need people skills also.

I have been a school district employee for seven years and have seen good talent leave because of politics and money. If you are going to cut the fat start where the movers and shakers work!

I have been with the SAISD for almost 30 years in the classroom and in an administrative across district capacity. I see great improvement in the instruction of students over the time span. I also see more computers.

I have no knowledge about educational performance of SAISD except for the fact that two of my children have graduated from SAISD in the past three years and are successfully attending college with the minimum difficulties.

I hope the next superintendent is not a political puppet of the board majority. Our interim superintendent has done a fairly good job at remaining neutral- it would be nice to see him become our next superintendent. Why do we still have the instructional stewards?

I know for a fact that their dyslexia program is real bad, my son is a dyslexia child not in SAISD.

I also think they need to educate and prepare students for college when they have school they are lost and not ready for college at least that hear students.

I strongly disagree that board members and school staff are misleading learning capability to our students and community. School district police are not strong in law and order in our schools due to the fact that staff member do not understand the laws.

I think board members should have a two year term limit. Board members think they own the district because they have been there tooooooo long ...  
... city counsel have two year terms and it's worked out great!

I think the district is too worried about students passing TAAS than learning the curriculum. I think this district and all districts should focus on teaching the curriculum and then students passing the TAAS would automatically follow.

I think the overall performance of the students has improved in the recent past. It would be a mistake to discontinue the TAAS type testing to evaluate students and teachers.

I want to talk about our board. In 98-99 they cut property taxes and gave a pay raise? Not smart and bought out the former superintendent contract? Not smart at all. I have been cut down by the board in public.

I work for food service, a very serious concern is the management and waste of tax payer fund. Questionable equipment, contractor, etc. We feel that the mind of the management is "I am in charge and I'll do what I want."

I work in an administrative area and am, therefore not overly familiar with the actual academic performance besides what I read. However, I will say my area of support deals directly with the day-to-day support of the school, and central office staff.

I work in the painting dept. We do not have information on 99% of this survey.

If you printed this survey on both sides of the paper, it would take less paper, less bulk, and probably less postage.

Improvement in communication among departments and staff members is needed. Staff development needs to be more appropriate and timely - morale is very low in the district at this time.

In my 25 years with the SAISD, I have never experienced such inconsistency in administration as there has been in the past several years. It must have a profound affect on students as it does with staff. The district moves slowly on technology & many other areas.

In the bus repair garage, our admin. doesn't give us mechanics any incentives or encouragement to continue our education or get certified. He says that he and our director will, but when you try to go to school, they intimidate you and don't help.

It's hard to get a transfer to another department. When higher positions become available they hire from the outside. The district should have a better compensation plan where it benefits the lower class employees and not the professionals.

It is very difficult to answer questions appropriately on this survey form. I work in a high school, elementary schools, and a middle school and have worked in two different learning communities within the district. The principals are the key to how efficient the schools are.

Many administrators in SAISD are TAAS-driven, students are double dosed, pulled out of electives, many days are spent on TAAS skills.

Micro-management by a politically divided board of trustees severely handcuffs the efficiency and day-to-day operations of administrative staff. This board constantly second-guesses staff recommendations, yet is quick to heed the complaints of a handful of others.

Money needs to be spent for equipment in maintenance to support the school. Equipment such as vehicles, forklifts, uprights, computers, furniture - chairs, desks, and additional warehouse space to store excess useable furniture and equipment.

More staff development programs are needed as well as better compensation and wages. This would eliminate the high turn over rate happening in all departments.

My daughter went to a local high school, graduated without a diploma, 98 diploma wasn't given to her because of the TAAS test that she took before graduation and after graduating a few times back and because of no diploma she is holding out to a good job.

Numbers indicate leaps in student performance, in a relatively short time. Truly amazing, truly amazing considering the way parent and the school board verbally assaulted, ridiculed and insulted the SAISD administration staff over this past year.

Our administration needs strong leaders. Serious counselors are needed in all schools for many of the students.

Our district and other districts around the state spend too much time teaching for the TAAS testing. The basic curriculum is not the same as what is covered on the TAAS. Our principals are being evaluated solely on TAAS results instead of the whole education received.

People need to be informed about what child development specialists do for the children and how much we are needed. Why save money when its needed for the basic needs of the children from birth through age 4.

Personnel-there exists inequitable hiring standards. There does not seem to be a standard and consistent process. Department directors are allowed to change their hiring process regardless of any past practices.

SAISD does well to educate the students. Credit is not given to what a great job they do. Many students come in far behind other children their age. This does not mean that room for improvement is not needed. Many things we could do better.

SAISD educational performance is great but the teachers, parents, and work employees is what makes the school district run. Look at our pay, one of the lowest pay districts.

SAISD has improved greatly in the past three years. The curriculum staff provide focused and step by step professional development to help teachers close the gap. SAISD had no low performing schools in 1998-99.

SAISD is not meeting the needs of many of its students. District directives are widely interpreted by administration and therefore implementation of math and reading vary greatly.

San Antonio ISD has come a long way in the last four years, educationally as can be attested to by TAAS scores. We yet have a long way to go, however. It would be most helpful if the board would not try to micromanage the district.

Since being employed by SAISD certain things seem to appear to be inequitable. Those of us not on teacher salary don't have a consistent system of who get what salary and what it is based on.

Since I'm at central office, I really don't know much about what goes on at school campus level. But at central office moral is low especially at payroll dept its hard for us to get equipment repaired or replaced.

Some teachers have students cited and the teacher or administrator is not telling the truth. The solution is normally one sided. I know because I work for the district, I am a parent with a child in the district and an active member of the PTA and the union.

Special education students are not given textbooks on the majority of campuses.

Strongly believe that students are not given enough of the education needs, schools are being ran by inexperienced principals, vice-principals, administrators - in the schools, discipline does not exist - students seem to run the schools.

Students are not given the opportunity to excel due to large number of students in classrooms, gang member interruption in classes - not enough computer labs, poor teachers salaries - not enough materials given to students or teachers to perform tasks.

Supervisors in the plant service, operations, and vehicle maintenance are routinely verbally assaulted and even sometimes physically assaulted

because district management staff lack the integrity and intestinal fortitude to punish the offenders.

Teachers need to set examples in conduct and their appearance, many look like bums. The simple examples of daily conduct are important. Being clean shaven, nylons, coat and tie, shoes polished, driving, parking, being on time, and the list is long.

That's all this district thinks about, education dollars into the classroom for the student and teacher. What about labor, who cleans the school, who delivers the supplies, who feeds the students?

The absence of staff, consistent leadership (board, superintendent, campus level) in SAISD has made progress on many of these indicators very inconsistent. The current fiscal and leadership crisis has placed the district in a position of maintaining an image.

The AFT is very strong in this district and influences decisions made about employees whose performance is below expectations. It is very difficult to get rid of problem employees. School board members are frequently perceived as using their position for people they like.

The board interfered in the day-to-day operation of the district's ability to perform efficiently and effectively.

The board of education needs to let the district do its job. They are way out of line in their "involvement" in day-to-day activities.

The board seems to be thinking more about their political self than educating the children. They make bad decisions and blame central office staff. They degrade people from central office all the time and never say they are sorry for treating them that way.

The board seems to have other agenda's than education on their mind. Staff is very capable and knowledgeable yet they seem to think they know more (especially the chair). The majority of the board is what is hindering the advancement of education in this district.

The central administration and staff has shown difficulty in working as a team. Communication in leadership matters is limited and indicates a childish attitude. Leadership is dictator style and conveys personal preferences vs. fair informed decisions.

The custodial services department demonstrates extremely high initiative in maintaining appearance of facilities and grounds in support of the education mission.

The district complains of being broke, yet spends a fortune on the salaries of those who are no longer working for the benefit of the students, those who have been shuffled around and placed in "tailored" positions just to get them out of public view.

The district has classifications for their clerical staff. Yet a clerk II may have just as much work and responsibilities as a clerk IV. The clerk IV may not have the knowledge required and the clerk II does, so she does all the work without fair compensation.

The district has undergone a major reorganization, the hope is that staff will settle down into the new roles or authority to begin the productiveness of staff. It is unfortunate that the political arena plays such a major role in the operation of the schools.

The district needs a new board of education.

The district needs a new board. I strongly believe that the unnecessary changes that are being done were because of things done carelessly by the board.

The district needs to post out spending and accounts where money is spent.

The education process we use has basically been the same for more than 100 years. The system requires a lot of personnel. To streamline the system, higher and bolder innovative types of technology must be applied. We should shift our thinking to make use of technology.

The educational needs and best interests of the employee as an educator are not the priority of this school board. They have created an atmosphere of low morale, fear of job loss and constructed barriers between administration and campus staff.

The educational performance of SAISD is average. It has to change to meet the needs of the students. Top school administrators must change their outdated ways and/or method of operation to suit the student needs.

The educational performance is affected indirectly by the support staff (in my case, the plant services carpenter shop). The incredible number of ill-suited, unqualified cronies infecting the operations and plant services departments is astonishing.

The educational performance of the SAISD is reflective of the community it supports. The lack of traditional family support hurts this district greatly.



The higher priorities for SAISD in my opinion are the upgrading of facilities and recruitment of quality staff. I suspect a disproportionate number of district staff are close to retirement. By close, I mean within 10 years.

The main problem is your board and although teachers do make a decent salary for the lousy job they are doing-we need to teach our children. We do have good teachers but the bad outnumber the good.

The majority of teachers are qualified & dedicated. However due to the high influence of teachers unions, even incompetent teachers can not be eliminated. Board members conduct their meetings in an unprofessional manner with no regard for the needs of others.

The overall morale is very low; very understaffed. Enormous unnecessary paperwork. Hard to get rid of employees that are not team players. Not being allowed to do your job without a whole lot of input from others that don't have a clue as to what's going on.

The police dept is top heavy.

The problem with this place is the unions and the school board. They are full of self-interested politicians more eager to please their constituents than do what is right.

The SAISD is all about politics and power. I believe secretarial and clerical staff are not appreciated.

The SAISD seems to hold back qualified personnel and reward those who play the "game." Also technology could be handled better.

The San Antonio ISD has great potential--wonderful children, parents and taxpayers and for the most part dedicated teachers. The board has been too political interfering with school administrations and promotion and selecting of personnel.

The school board does not understand their role as a policy-making entity and they want to manage the organizations of the district. We need a TEA monitor to remind them of their role.

The services for children with dyslexia and reading disabilities are handicapped by lack of remedial instructional services, special education is severely understaffed.

The union - the board - the structure, all seem to work in opposite directions.

There are many great educational programs in place, but there are some not appropriate. The administration in central office has low moral and commitment. The current superintendent is doing a good job and could do a better great job if he were superintendent.

There are several schools that require immediate maintenance attention.

There has been a lot of waste in years past; such as equipment, paper and etc. Food in cafeteria, looking for a good superintendent - our interim superintendent is doing a great job. SAISD would do a whole better without a school board.

There is day-to-day micro managing in all aspects at the organization by certain board members. It requires moderate amounts of staff time away from real job. Board members (some) show open public disdain for administration. This creates an adversarial relationship.

There is no consistency between schools and content taught due to lack of coherent curriculum and too many diverse school designs. Across the board, 2/3 of the personnel are competent and hard-working, but end up doing all the work.

There is not enough freedom of expression allowed in our district - everyone has a fear of retaliation. We all go along with the programs, budget cuts and lack of funds for the needs of our student population.

There is resistance to change at all levels, starting with the board. There is a prevailing atmosphere of "turf protection" at all costs. Central administration is burdened with "rejects" from the school (ex-principals).

This district does not promote equal access to programs by special education students. Many schools in this district warehouse students with disabilities. Principals & teachers do not want special students in regular classes.

This district has greatly improved. There can be better ways to handle students with a problem of learning. My opinions are not strongly observed but will be later in time.

This school board is much more interested in their own personal and collective agendas than in the well being of the students they are entrusted to serve. The central administration is tremendously lacking in personnel management and development.

Three year probation is absurd for professional positions. The current board has made SAISD the laughing stock of the city with their antics.

Support services should be acknowledged as integral to the student not as a by-product.

Too much emphasis placed on bilingual components (only 8.5% of student population falls within this category. Let's learn and teach in English so these non-English speakers can be assimilated into our society and not be encouraged to maintain their "separate cultures".

Too much paper work, not enough instruction, too much TAAS prep, save money, more athletic events on campus, make money at campus.

Very concerned about the reorganization process for tenured employees. Salary schedule is not fair for tenured employees. Employees stuck as support personnel are getting an unfair salary for their job duties. Kids are last.

We at transportation hear no news on education. It's not enough summer work. Schools need a nurse at all times, not just on two days here and one day there. Some students can't use computers when they get ready.

We can use a new board of trustees, especially a new president.

We have made dramatic improvement. The board must get out of micro-management and allow the administrators to make decisions.

When planning for the future, the right hand does not necessarily know what the left is doing. Communication is a major issue. Just because someone is listening to you, does not mean they hear you and your opinions.

You might want to start with the state level first or at the same time (TEA) there is so much wrong at all levels unless someone other than our administration take over. It will probably not get fixed.

# Appendix D

## PRINCIPAL AND ASSISTANT PRINCIPAL SURVEY RESULTS

- A. Overview
- B. Tables (Exhibit D-1)
- C. Verbatim Comments

The Texas School Performance Review administered surveys to all San Antonio Independent School District (SAISD) principals and assistant principals. Of surveys delivered, 100 employees in this category, or 64 percent, responded. This represents a response rate. Almost two-thirds (61 percent) of the principals responding to the survey were female, while slightly more than one-third (39 percent) were male. The majority of principals were Hispanic (53 percent), while 31 percent were Anglo, and 13 percent were African American. Another three percent classified themselves as "Other."

When asked about their length of employment in the district, a majority of principals and assistant principals indicated they had worked in the district for over 20 years (52 percent). Another 25 percent have worked in the district 16-20 years while 15 percent have been employed by the district for 11-15 years. Only 8 percent of principals have been employed by the district for less than 10 years. Roughly one-half of all principals surveyed worked in elementary schools. When asked about the grade level of their school, 70 percent were principals of elementary and middle schools.

The survey questionnaire was comprised of two sections: a multiple-choice section and a comment section. The multiple-choice section asked employees their opinions on 11 of the 12 areas under review.

The 11 areas covered in the survey were:

- District Organization and Management
- Educational Service Delivery and Performance Measurement
- Personnel
- Community Involvement
- Facilities Use and Management
- Financial Management
- Purchasing and Warehousing
- Food Services
- Transportation
- Safety and Security
- Computers and Technology

The comment section asked employees their opinions on the overall educational performance of the district in general. Responses for the multiple-choice questions are summarized below.

### **District Organization and Management**

In general, principals and assistant principals were happy with the school board's willingness to listen to others though not with their understanding of their role in the educational process. Fifty-six percent of principals indicated school board members listened to the opinions and desires of others, and 73 percent thought the school board allowed sufficient time for public input at meetings. However, only 15 percent of principals felt the school board really understood its role as policymaker and stayed out of the day-to-day management of the district. Seventy-three percent disagreed.

The principals and assistant principals were happy with the superintendent. Most (68 percent) principals believed the superintendent was a respected instructional leader, and nearly the same percentage (71 percent) thought the superintendent was a respected business manager.

However, principals and assistant principals had mixed opinions about the central administration. While a majority (58 percent) of principals believed central administration supported the educational process, less than half (37 percent) felt central administration was efficient. In addition, less than one-fifth (18 percent) of principals felt morale was good among central administration staff while 45 percent disagreed.

### **Educational Service Delivery and Performance Measurement**

Nearly two-thirds (59 percent) of principals and assistant principals believed, student education was the main priority. Even more (67 percent) responded that the teachers had the opportunity to suggest new, more effective programs and materials.

Principals had mixed opinions about whether educational programs meet the needs of all the students in the district. While half (50 percent) of the principals believed the educational programs met the needs of work-bound students, only 44 percent thought it met the needs of college-bound students.

When asked about curriculum guides, three-fourths (75 percent) of the principals said that the district provided curriculum guides for all grades and subjects. In addition, 68 percent thought the curriculum guides were appropriately aligned and coordinated, and 70 percent thought the guides clearly outlined what to teach and how to teach it.

Principals had mixed opinions on the effectiveness of educational and special programs in the district. Generally, principals were more favorable toward educational programs than they were toward special programs. A majority of principals felt the following programs were effective: reading (87 percent), English/Language Arts (80 percent), mathematics (75 percent), writing (74 percent), physical education (64 percent), science (60 percent), and social studies (59 percent). However, less than half believed other programs were effective, particularly business education (28 percent), vocational education (28 percent), and fine arts (38 percent).

Only three special programs were considered effective by a majority of principals. These programs were special education (66 percent), student mentoring (54 percent) and the literacy program (52 percent). Programs considered the least effective were Head Start/Even Start (25 percent), college counseling (33 percent), career counseling (34 percent), and dropout prevention (35 percent).

Questions about teacher performance received widely varying responses. While 60 percent of principals indicated teacher turnover was low, only 32 percent thought openings were filled with highly qualified teachers. Only 26 percent of the principals believed the district rewarded teachers for superior performance, but most (71 percent) felt the district counseled teachers for poor performance. A large majority (85 percent) of principals said that teachers seldom left their classrooms unattended.

Slightly over one-third (34 percent) of principals said all schools had equal access to educational materials, such as computers, TV monitors, science labs, and art classes. However, 94 percent of principals felt students had access to school nurses when needed. In addition, close to two-thirds of principals (66 percent) indicated that the district notified parents immediately if their child was absent from school.

## **Personnel**

Only 29 percent of principals and assistant principals thought the district effectively projected future staffing needs. Furthermore, less than half (38 percent) of principals felt the district rarely filled positions with temporary employees.

Almost half (48 percent) of all principals said the district had an effective employee recruitment program while a majority (57 percent) thought the district had a good and timely new employee orientation program. The same percentage (57 percent) felt the district had an effective staff development program.

Nearly all principals (99 percent) indicated that district employees received annual performance evaluations. However, only 17 percent indicated the district rewarded competence and experience. While nearly two-thirds (66 percent) of principals thought the district counseled poor-performing employees promptly and appropriately, 30 percent disagreed. Most principals (78 percent) thought the district had a prompt and fair grievance process.

A majority of principals (55 percent) indicated district salaries were competitive with similar positions in the job market, and a larger percentage (70 percent) indicated they were satisfied with the health insurance package.

### **Community Involvement**

Over three-fourths (78 percent) of principals and assistant principals thought the district regularly communicated with parents. However, less than half (39 percent) said they had plenty of volunteers to help students and in school programs. Slightly more than two-thirds (70 percent) of principals felt district facilities were open for community use.

### **Facilities Use and Management**

In general, principals and assistant principals were satisfied with school facilities. Nearly three-fourths (71 percent) felt the school board, faculty, staff, parents, citizens, and students provided input into facility planning.

A strong majority (86 percent) of principals felt schools were clean. Regarding maintenance and repair, slightly less than two-thirds (66 percent) of principals felt the district promptly and properly maintained buildings, and 79 percent felt the district handled emergency maintenance promptly. In addition, 58 percent of principals indicated that repairs are made in a timely manner.

### **Financial Management**

Principals and assistant principals were somewhat satisfied with the district's financial management. Fifty-six (56) of the principals indicated the district effectively involved principals and teachers in site-based budgeting, but less than half (39 percent) felt campus administrators were well trained in financial management practices. However, over two-thirds (68 percent) of principals thought the district allocated resources fairly and equitably at their respective school.

### **Purchasing and Warehousing**

Principals and assistant principals had mostly positive opinions about the district's purchasing and warehousing practices. Slightly more than three-fourths (78 percent) of principals thought the district provided teachers and administrators an easy-to-use standard list of equipment and supplies, and more principals agreed (47 percent) than disagreed (35 percent) that purchasing processes were not cumbersome. Additionally, while over half (56 percent) felt the district purchased needed supplies promptly, only 42 percent felt the district bought the highest quality products at the lowest cost. A large majority (79 percent) of principals thought textbooks were in good shape. Even more (86 percent) indicated that the district provided the textbooks to students promptly. In addition, 64 percent of principals believed the school libraries had enough books and resources for the students.

### **Food Services**

Principals and assistant principals were happy with the food services in the district. An overwhelming majority (93 percent) felt cafeteria facilities were sanitary and neat, and 85 percent felt cafeteria staff was helpful and friendly.

While a large majority (84 percent) of principals said cafeteria staff served warm food, less than two-thirds (64 percent) thought the food looked and tasted good.

A substantial majority (89 percent) of principals felt students ate lunch at the appropriate time of day, believed students had enough time to eat lunch (83 percent), and waited in line no longer than 10 minutes (79 percent). Nearly all (95 percent) principals indicated campus staff maintained discipline and order in school cafeterias.

### **Transportation**

Principals and assistant principals had mostly positive feelings about bus transportation in the district. Nearly three-fourths (70 percent) indicated that buses arrived and left on time, and a slightly lower percentage (61 percent) said the drop-off zones at the schools were safe. However, fewer (54 percent) principals thought it was easy to add or modify a route for a student. Most principals (83 percent) felt the district had a simple method to request buses for special events.

### **Safety and Security**

Principals and assistant principals had mixed opinions about the district's safety and security. A large majority (91 percent) of principals thought that students felt safe and secure at school, and slightly more than two-



thirds (67 percent) believed that safety hazards did not exist on school grounds. While a large majority (83 percent) of principals felt school disturbances were infrequent, a large majority also felt that gangs (65 percent), drugs (71 percent), and vandalism (81 percent) were serious problems in the district. However, an overwhelming majority (95 percent) of principals felt the district disciplined students fairly and equitably for misconduct.

Additionally, nine out of ten (90 percent) principals felt security personnel had a good working relationship with principals and teachers, and 79 percent felt students respected and liked security personnel. Additionally, a large majority (83 percent) said the district had a good working arrangement with local law enforcement.

### **Computers and Technology**

Principals and assistant principals were, with a few exceptions, generally satisfied with computer technology in the district. A majority (54 percent) of principals felt the district offered enough basic computer classes, but less than one-third (30 percent) thought the district offered enough advanced computer classes.

Nearly two-thirds (65 percent) of all principals felt computers were new enough to be useful for student instruction. An substantial majority (73 percent) of principals felt students and teachers had regular access to computer equipment and software in the classroom. A smaller majority (58 percent) thought teachers and students have easy access to the Internet. Additionally, a large majority (72 percent) felt students regularly used computers. However, only slightly more than half (52 percent) thought teachers knew how to use computers in the classroom.

# Appendix D

## PRINCIPAL AND ASSISTANT PRINCIPAL SURVEY RESULTS

**Exhibit D-1**  
**Management Review Of The**  
**San Antonio Independent School District**  
**Principal and Assistant Principal Survey Results**  
**(n=100)**

***PART A:***

1. Gender (Optional)

Male 39%

Female 61%

2. Ethnicity (Optional)

Anglo 31%

African American 13%

Hispanic 53%

Asian 0%

Other 3%

3. How long have you been employed by San Antonio ISD?

1-5 years 5%

6-10 years 3%

11-15 years 15%

16-20 years 25%

20+ years 52%

4. What grades are taught in your school?

Pre-kindergarten 47% Kindergarten 51% First Grade 52%

Second Grade	53%	Third grade	53%	Fourth Grade	54%
Fifth Grade	51%	Sixth Grade	23%	Seventh Grade	21%
Eighth Grade	21%	Ninth Grade	24%	Tenth Grade	24%
Eleventh Grade	23%	Twelfth Grade	24%		

**Principal and Assistant Principal Survey**

***PART A:***

1. Gender (Optional)

Male	39%
Female	61%

2. Ethnicity (Optional)

Anglo	31%
African American	13%
Hispanic	53%
Asian	0%
Other	3%

3. How long have you been employed by San Antonio ISD?

1-5 years	5%
6-10 years	3%
11-15 years	15%
16-20 years	25%
20+ years	52%

4. What grades are taught in your school?

Pre-kindergarten	47%	Kindergarten	51%	First Grade	52%
Second Grade	53%	Third grade	53%	Fourth Grade	54%
Fifth Grade	51%	Sixth Grade	23%	Seventh Grade	21%
Eighth Grade	21%	Ninth Grade	24%	Tenth Grade	24%
Eleventh Grade	23%	Twelfth Grade	24%		

***PART B:***

<b>A. District Organization &amp; Management</b>						
	<b>Survey Questions</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
1.	The school board allows sufficient time for public input at meetings.	13%	60%	15%	8%	3%
2.	School board members listen to the opinions and desires of others.	16	40	7	25	13
3.	School board members understand their role as policymakers and stay out of the day-to-day management of their district.	2	13	12	25	48
4.	The superintendent is a respected and effective instructional leader.	37	31	13	14	5
5.	The superintendent is a respected and effective business manager.	38	33	14	8	6
6.	Central administration is efficient.	5	32	12	34	17
7.	Central administration supports the educational process.	8	50	8	21	13
8.	The morale of central administration staff is good.	0	18	36	35	10
<b>B. Educational Service Delivery and Performance Measurement</b>						
	<b>Survey Questions</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
9.	Education is the main priority in our school district.	25%	34%	5%	31%	5%
10.	Teachers are given an opportunity to suggest programs and materials that they believe are	16	51	6	26	1

	most effective.					
11.	The needs of the college-bound student are being met.	6	39	21	28	5
12.	The needs of the work-bound student are being met.	6	44	21	26	2
13.	The district provides curriculum guides for all grades and subjects.	17	58	2	20	3
14.	The curriculum guides are appropriately aligned and coordinated.	12	56	6	22	4
15.	The district's curriculum guides clearly outline what to teach and how to teach it.	10	60	5	22	3
16.	The district has effective educational programs for the following:					
	a) Reading	19	67	3	9	2
	b) Writing	11	63	4	18	3
	c) Mathematics	14	61	8	13	4
	d) Science	8	52	8	27	5
	e) English or Language Arts	12	68	5	10	4
	f) Computer Instruction	6	42	15	31	6
	g) Social Studies (history or geography)	7	52	12	24	5
	h) Fine Arts	5	33	13	36	12
	i) Physical Education	9	55	11	21	4
	j) Business Education	5	23	58	13	1
	k) Vocational (Career and Technology) Education	5	23	53	18	1
	l) Foreign Language	10	29	42	14	4

17.	The district has effective special programs for the following:					
	a) Library Service	6	43	13	34	4
	b) Honors/Gifted and Talented Education	4	36	11	43	6
	c) Special Education	14	52	4	25	5
	d) Head Start and Even Start programs	4	21	46	24	5
	e) Dyslexia program	7	27	26	32	7
	f) Student mentoring program	9	45	13	32	1
	g) Advanced placement program	7	35	34	20	3
	h) Literacy program	7	45	30	16	2
	i) Programs for students at risk of dropping out of school	4	36	25	29	7
	j) Summer school programs	8	42	6	35	9
	k) Alternative education programs	7	43	19	20	10
	l) "English as a second language" program	9	33	24	31	4
	m) Career counseling program	4	30	39	25	3
	n) College counseling program	4	29	44	20	3
	o) Counseling the parents of students	4	35	17	37	6
	p) Drop out prevention program	4	31	30	31	5
18.	Parents are immediately notified if a child is absent from school.	13	53	6	23	5
19.	Teacher turnover is low.	5	55	11	25	4

20.	Highly qualified teachers fill job openings.	3	29	13	45	10
21.	Teachers are rewarded for superior performance.	2	24	10	52	12
22.	Teachers are counseled about less than satisfactory performance.	9	62	2	25	2
23.	All schools have equal access to educational materials such as computers, television monitors, science labs and art classes.	6	28	6	43	16
24.	Students have access, when needed, to a school nurse.	21	73	0	6	0
25.	Classrooms are seldom left unattended.	13	72	3	11	1

### C. Personnel

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
26.	District salaries are competitive with similar positions in the job market.	21%	34%	3%	16%	25%
27.	The district has a good and timely program for orienting new employees.	8	49	5	30	8
28.	Temporary workers are rarely used.	4	34	18	34	10
29.	The district successfully projects future staffing needs.	2	27	16	43	11
30.	The district has an effective employee	3	45	18	22	11

	recruitment program.					
31.	The district operates an effective staff development program.	5	52	8	31	4
32.	District employees receive annual personnel evaluations.	25	74	2	0	0
33.	The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	1	16	11	39	32
34.	Employees who perform below the standard of expectation are counseled appropriately and timely.	9	57	4	26	4
35.	The district has a fair and timely grievance process.	10	68	4	14	4
36.	The district's health insurance package meets my needs.	11	59	4	15	11

#### **D. Community Involvement**

	<b>Survey Questions</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
37.	The district regularly communicates with parents.	13%	65%	4%	16%	2%
38.	Schools have plenty of volunteers to help student and school programs.	4	35	5	48	8
39.	District facilities are open for community use.	8	62	4	21	5

#### **E. Facilities Use and Management**



	<b>Survey Questions</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
40.	Parents, citizens, students, faculty, staff and the board provide input into facility planning.	16%	55%	5%	22%	2%
41.	Schools are clean.	15	71	2	10	2
42.	Buildings are properly maintained in a timely manner.	9	57	1	27	6
43.	Repairs are made in a timely manner.	6	52	3	29	10
44.	Emergency maintenance is handled promptly.	14	65	4	13	4

#### **F. Financial Management**

	<b>Survey Questions</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
45.	Site-based budgeting is used effectively to extend the involvement of principals and teachers.	8%	48%	11%	27%	6%
46.	Campus administrators are well trained in fiscal management techniques.	6	33	8	45	8
47.	Financial resources are allocated fairly and equitably at my school.	10	58	10	16	6

#### **G. Purchasing and Warehousing**

	<b>Survey Questions</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
48.	Purchasing gets me what I need when I need it.	6%	50%	11%	25%	8%
49.	Purchasing acquires	4	38	15	32	11

	high quality materials and equipment at the lowest cost.					
50.	Purchasing processes are not cumbersome for the requestor.	5	42	17	30	5
51.	The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	5	73	7	13	2
52.	Students are issued textbooks in a timely manner.	10	76	1	7	6
53.	Textbooks are in good shape.	7	72	3	3	5
54.	The school library meets student needs for books and other resources for students.	10	54	3	25	8

#### H. Food Services

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
55.	The cafeteria's food looks and tastes good.	10%	54%	6%	22%	8%
56.	Food is served warm.	13	71	2	10	4
57.	Students have enough time to eat.	13	70	0	11	6
58.	Students eat lunch at the appropriate time of day.	13	83	0	4	0
59.	Students wait in food lines no longer than 10 minutes.	13	66	0	19	2
60.	Discipline and order are maintained in the school cafeteria.	23	72	2	3	0
61.	Cafeteria staff is	24	61	5	9	1

	helpful and friendly.					
62.	Cafeteria facilities are sanitary and neat.	24	69	0	6	1

### I. Transportation

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
63.	The drop-off zone at the school is safe.	6%	55%	4%	25%	10%
64.	The district has a simple method to request buses for special events.	8	75	6	8	3
65.	Buses arrive and leave on time.	4	66	5	18	7
66.	Adding or modifying a route for a student is easy to accomplish.	3	51	22	20	4

### J. Safety and Security

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
67.	Students feel safe and secure at school.	23%	68%	3%	6%	0%
68.	School disturbances are infrequent.	19	64	2	14	1
69.	Gangs are not a problem in this district.	2	18	14	55	11
70.	Drugs are not a problem in this district.	1	10	18	57	14
71.	Vandalism is not a problem in this district.	1	7	11	64	17
72.	Security personnel have a good working relationship with principals and teachers.	26	64	5	2	3
73.	Security personnel are respected and liked by the students they serve.	20	59	13	7	1

74.	A good working arrangement exists between the local law enforcement and the district.	17	66	9	7	1
75.	Students receive fair and equitable discipline for misconduct.	24	71	1	4	0
76.	Safety hazards do not exist on school grounds.	8	59	4	26	3

### **K. Computers and Technology**

	<b>Survey Questions</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
77.	Students regularly use computers.	18%	54%	2%	24%	2%
78.	Students have regular access to computer equipment and software in the classroom.	17	56	4	21	2
79.	Computers are new enough to be useful for student instruction.	16	49	2	26	7
80.	The district meets students needs in computer fundamentals.	10	44	10	27	9
81.	The district meets students needs in advanced computer skills.	7	23	21	38	11
82.	Teachers know how to use computers in the classroom.	5	48	7	33	7
83.	Teachers and students have easy access to the Internet.	8	50	5	27	10

# Appendix D

## PRINCIPAL AND ASSISTANT PRINCIPAL SURVEY RESULTS

### *Verbatim Comments*

There are too many changes too often. You don't have time to learn a program before another takes its place. This wastes time, resources and energy. Let's look at what we have and make it better. There is the prevailing perception that schools on the eastside of SAISD receive fewer resources, less support, less experienced teachers and have worse facilities. This evaluation feels there is some validity to this perception.

A major gripe is lack of central office administration supporting principal decisions and requests concerning students and parents. They knuckle under to parent pressure. Especially concerning sticking to policy.

Administrators (for the most part) feel that the District is running itself. Most feel the current superintendent is at the "other" end of the spectrum from the former superintendent. In other words, he fears to make changes for fear of upsetting individuals.

Administrators are experiencing extremely low morale. Administrators at school level are not respected, not listened to and pay is not comparable or equitable. Some teachers earn as much if not more. We are micro-managed by the school board.

As a conscientious administrator with high standards, I find our SAISD academic performance deplorable and embarrassing, but understandable. Until our District Board members and officials place a true, demonstrated value (through actions) on education, schools will not improve.

Board has too much power not knowledgeable in financial realm. Divided in their vision. Too many program initiatives dumped because teachers are allowed to vote. Instead of moving ahead (although TAAS scores have improved) we are going back in time.

Central office personnel is corrupt and insensitive to campus needs. Campus does not receive the support necessary to dealing with parent concerns and complaints.

Educational performance is low because many teachers lack what it takes to help kids be successful; are insensitive to students' needs; don't have high expectations of students; and don't want to collaborate with parents to help students.

Emphasis on Reading and Math has improved. TAAS is not appropriate for Special Ed students. Bilingual Program is not appropriate-it holds Spanish speaking children back from learning English. The way it is set up they are keeping kids in Spanish only.

For approximately the last five years, the SAISD has improved its educational performance. This achievement was made possible because we had a superintendent who was able to implement programs which had the interests of the students first.

Hard to answer at district level. This district has always tried to be secretive about what goes on so I doubt if any one person knows the "whole" truth about all topics. All schools are not treated equally and never have been.

I believe that the employees (majority) are hard working, dedicated, professional, and caring individuals. However, it has become very difficult to work in the district because of the abuses of a few. Unions no longer focus on meeting student needs.

I feel that the interim superintendent is the best person to raise the educational performance not only on TAAS taking but in the total curriculum. The interim superintendent would also give creditability to our district.

I strongly believe the school board makes decisions from a political base and not a fiscally or educationally sound foundation. Racial and/or ethnic bias color decisions. The district is stretched in far too many directions, trying to do too much, too soon.

I would like to take this opportunity to say our interim superintendent, in my opinion, is doing an outstanding job. Every other professional in SAISD I have spoken to about our interim superintendent feels the same way. We feel there is no need to hire a new superintendent.

It is difficult to address completely Gifted and Talented needs when teachers have so many special needs children in the classroom. The pull-out programs in other districts are more effective in comparison.

Our district has not been as cohesive as it should. Our Board is dysfunctional, our leaders have little to no understanding of what it takes to get an urban district off its knees.

Our school district has risen from low performance by hard work from all the school staff. Central office has caused ill feelings and has created problems for principals to solve.

Recruitment of sensitive, highly motivated and skilled teachers should be a priority for all schools especially the southeast side of the district.

SAISD needs to allow site-based decision making to take place and let individual campuses decide what is best for them. We need less central office interference and less bosses. Too many people are telling us what to do and we get mixed signals.

School Board members allow for community input. They do not listen to staff input. They often interfere with the daily operation of schools. Responses about the superintendent reflect the fact that there is no superintendent.

Sick leave - District is very liberal with sick leave. Employees frequently use up all of the allotted leave days plus additional days will continue on the payroll with no consequences.

The board does not always understand the real work at the campus level when making decisions that affect us.

The Board members get involved in day-to-day activities/management. The Board responds to the teacher organizations in ways that mostly benefit teachers. The result is that the District is organized and managed to meet teacher needs vs. student needs.

The budget issues have affected instruction and direct school concerns. Accountability is strict with assessment in all core areas- this is good, but the paper supply budget is small and doesn't match what they want us to do.

The district has problems because of the previous supt. She created so much distrust among staff. Her followers need to treat principals with respect. Co-staff stewards have never been rank and file in the district.

The district was headed in the right direction, until this new school board destroyed every initiative that our former superintendent brought in. I have never felt so alone and unsupported as I do right now. The school board wants to manage this district.

The instructional stewards, whose new title is now that of Executive Directors, are just another layer of bureaucracy that needs to be eliminated. They insist on micromanaging schools and undermine decisions made by campus principals as well as those of the community.

The last superintendent was a better politician than educator. There are serious inequities in the pay system. People with rarified skills (diagnosticians and psych. associates, admn.) are paid less than teachers.

The morale of most of our principals is at an all time low due to disparity in salaries and the fact that AFT literally runs our school district. The union has ensured that several board members listen to them instead of working with teachers.

The school board is allowed to micromanage. Fiscal decisions are unsound. School board members treat administrators with a serious lack of respect. Teacher unions are so strong that teachers come before students, resulting in poor decisions.

There are times when the district is not supportive of the individual school's needs. This has been true in recent years and I know that it is due to the budget crunch. This is inclusive of people and others as well. They do listen but the bottom line is money.

Thirty years ago when I started my career with SAISD, the school board promised to build new gyms at our elementary schools. That has not yet happened! Parity for administrative salaries is an issue that is in litigation.

We are a district that is struggling to meet the needs of our students because the school board is running the district and dictating what they feel is necessary for our children's welfare. The board is filled with childish, power hungry people who barely have a high school education.

You asked if central administration morale is a problem. What about school administration? We are the lowest of all administration. I have at least two teachers that make more than me. I work myself to death to make my school great and am treated very poorly.



# Appendix E

## TEACHER SURVEY RESULTS

- A. Overview
- B. Tables (Exhibit E-1)
- C. Verbatim Comments

The Texas School Performance Review surveyed a sample of the San Antonio Independent School District's (SAISD) 3,616 teachers. Of the 904 teachers surveyed (25 percent of the total), 379 responded. This represents a response rate of 42 percent. A large majority (77 percent) of teachers were female, while only 23 percent were male. Most teachers were either Anglo (48 percent) or Hispanic (40 percent). Another nine percent were African American while less than 1 percent were Asian American. Another four percent classified themselves as "Other."

When asked about their length of employment in the district, teachers were fairly evenly distributed across tenure categories. Over one-fourth of all respondents (26 percent) had worked in the district five years or less. Another 21 percent had worked in the district between six and ten years, while 24 percent had worked in the district for at least 20 years. Twenty-eight (28) percent of the surveyed teachers had worked in the district between 11 and 20 years.

In SAISD, the district comprises three types of schools: elementary (Pre-K through Grade 5), middle (Grade 6 through Grade 8), and high school (Grade 9 through Grade 12). Teachers were asked which grades they taught during the current school year. Nearly one-fourth reported teaching at least one of the high school grades (24-25 percent). Fewer teachers reported teaching at the middle school level (11-12 percent). The percentage of teachers that reported teaching at the elementary level varied from four percent teaching pre-kindergarten classes to 19 percent teaching first grade.

The survey questionnaire was comprised of two sections: a multiple-choice section and a comment section. The multiple-choice section asked employees their opinions regarding 10 of the 12 areas under review. The 10 areas covered in the survey were:

- District Organization and Management
- Educational Service Delivery and Performance Measurement
- Personnel
- Community Involvement
- Facilities Use and Management
- Financial Management

- Purchasing and Warehousing
- Food Services
- Safety and Security
- Computers and Technology

The comment section asked employees their opinions on the overall educational performance of the district in general. Responses for the multiple-choice questions are summarized below.

### **District Organization and Management**

In general, teachers had mixed feelings about the organization and management of the district. Regarding the school board, less than one-fourth (23 percent) of teachers said that the school board worked well with the superintendent. Even less (18 percent) indicated the school board had a good image in the community. More teachers agreed (48 percent) than disagreed (42 percent) that school board members listened to the opinions and desires of others, but only 24 percent indicated the school board allowed sufficient time for public input at meetings.

The teachers were mostly happy with the superintendent. More teachers (49 percent) than not (22 percent) responded that the superintendent was a respected instructional leader, and nearly the same percentage (47 percent) thought he was a respected business manager. For each question, nearly one-third of teachers indicated they had no opinion.

The teachers had mostly negative opinions about the district's central administration. While slightly over one-third (34 percent) of the teachers felt central administration supported the educational process, nearly half (48 percent) disagreed. By a nearly 3:1 ratio, (61 percent to 22 percent) teachers indicated that the central administration was inefficient. Likewise, only one percent of administrators strongly agree that the morale of central administration is good. Over half of all teachers (54 percent) had no opinion.

### **Educational Service Delivery and Performance Measurement**

Only a slight majority (52 percent) of teachers believed that student education was the district's main priority. However, 43 percent disagreed. Nearly two-thirds (63 percent) indicated that teachers did not have the opportunity to suggest new, more effective programs and materials.

Teachers had mixed opinions on the educational program's sufficiency in terms of meeting the needs of the all district students. Less than one-third (32 percent) of teachers believed the educational programs meet the needs of college-bound students. Nearly the same percentage (31 percent)

thought the programs meet the needs of work-bound students. For each item, slightly over 40 percent disagreed. When asked about curriculum guides, almost two-thirds (63 percent) of teachers said that the district provided curriculum guides for all grades and subjects. However, less than half (48 percent) said the curriculum guides were appropriately aligned and coordinated, and nearly the same percentage (47 percent) thought the guides clearly outlined what to teach and how to teach it.

Teachers determined that the effectiveness of the district's educational and special programs varied widely by item. For educational programs, a majority of teachers believed the following programs were effective: mathematics (69 percent), English or Language Arts (62 percent), physical education (62 percent), reading (60 percent) social studies (57 percent) and writing (53 percent). Least effective were the programs in vocational education (25 percent) and business education (29 percent).

In the area of special programs, the level of teacher awareness was noticeably lower. For nine of the 16 survey items, no opinion was the most frequent response. According to the teachers, the most effective programs were special education (51 percent) and library services (50 percent). None of the other special programs were considered effective by the majority of teachers. The least effective programs were the dyslexia program (22 percent) and dropout prevention program (25 percent).

Teachers had generally favorable attitudes toward their own performance. A substantial majority (74 percent) of teachers believed they were knowledgeable in the subject areas they teach. An even higher percentage (82 percent) said that they seldom left their classrooms unattended.

Teachers were evenly divided in other work-related areas. Forty-eight (48) percent indicated that the student-to-teacher ratio was reasonable, but 48 percent also disagreed. Thirty-six (36) percent of teachers responded that teacher turnover was low while 48 percent indicated otherwise. Likewise, 39 percent of teachers thought highly qualified teachers fill job openings while a slightly higher percentage (44 percent) disagreed.

In other areas teachers registered dissatisfaction with current conditions. Only 10 percent of the teachers believed the district rewarded teachers for superior performance, while 82 percent disagreed. Likewise, only 25 percent of teachers indicated all schools had equal access to educational materials, such as computers, TV monitors, science labs, and art classes. Sixty-six (66) percent disagreed. Only 26 percent of teachers thought the district filled teacher openings quickly while 60 percent disagreed.

The majority of teachers (59 percent) did indicate that the district notified parents immediately if their child was absent from school and more agreed

(48 percent) than disagreed (28 percent) that the district counsels teachers for poor performance.

## **Personnel**

Only 20 percent of teachers believed the district effectively projected future staffing needs. Furthermore, less than one-fourth (22 percent) of teachers thought the district rarely filled positions with temporary employees. While 31 percent of teachers indicated that the district has an effective employee recruitment program, 24 percent disagreed. A large percentage of teachers (45 percent) had no opinion.

Most teachers (65 percent) thought district salaries were competitive with similar positions in the job market, and slightly less than two-thirds (58 percent) felt the health insurance package met their needs.

Teachers were, for the most part, evenly divided over whether the district had a good and timely new employee orientation program. Forty (40) percent indicated the district did while 33 percent indicated it did not. Likewise, 48 percent felt the district had an effective employee development program while 48 percent disagreed.

Almost all (94 percent) teachers said that district employees received annual performance evaluations. However, less than a one-fourth (21 percent) felt the district rewarded competence and experience, and slightly over one-third (35 percent) said the district counseled poor-performing employees promptly and appropriately. Additionally, less than half (43 percent) felt the district had a prompt and fair grievance process.

## **Community Involvement**

Most teachers (63 percent) said the district regularly communicated with parents. Slightly less than half (42 percent) of the teachers felt local TV and radio stations regularly reported school news and cafeteria menus. However, only 19 percent thought they had plenty of volunteers to help students and school programs. Seventy (70) percent disagreed. More teachers agreed (45 percent) than disagreed (24 percent) that district facilities were open for community use.

## **Facilities Use and Management**

In general, teachers had mixed feelings about school facilities. Slightly less than one-third (30 percent) of teachers felt the district planned new school construction far enough in advance to support enrollment growth while 46 percent disagreed. Less than half (42 percent) felt the school board, faculty, staff, parents, citizens, and students provided input into

facility planning while 33 percent disagreed. Only 19 percent said the district selected architect and construction managers objectively and impersonally but only 26 percent disagreed. Most teachers (55 percent) had no opinion. Few teachers (19 percent) felt the quality of new construction was excellent while slightly more (30 percent) disagreed. Again, most teachers (51 percent) had no opinion.

Most teachers (56 percent) thought schools were clean. Likewise, 56 percent thought emergency maintenance was handled properly. However, less than half (43 percent) indicated that buildings were properly maintained in a timely manner. Likewise, only 35 percent thought repairs were made in a timely manner while 59 percent disagreed.

### **Financial Management**

The teachers were divided over the district's financial management. Slightly more than one-third (35 percent) felt the district used site-based budgeting effectively to extend the involvement of principals and teachers, while 40 percent disagreed. Similar percentages agreed that campus administrators were well trained in financial management practices (33 percent) and that financial resources were allocated fairly and equitably at their schools (39 percent).

### **Purchasing and Warehousing**

Teachers had mixed opinions on purchasing and warehousing in the district. Slightly more than two-thirds (64 percent) of teachers thought the district provided teachers and administrators with an easy-to-use standard list of equipment and supplies. Additionally, nearly three-fourths (74 percent) thought textbooks were in good shape, and about the same percentage (63 percent) felt the district provided the textbooks to students promptly. The majority (53 percent) of teachers thought school libraries had enough books and resources for the students.

However, only 32 percent of teachers indicated that purchasing gets them what they need when they need it. Fewer teachers agreed (24 percent) than disagreed (51 percent) that purchasing acquires the highest quality materials and equipment at the lowest cost. More teachers think the purchasing process is cumbersome (38 percent) than otherwise (27 percent). Most teachers (56 percent) had no opinion on whether or not vendors are selected competitively.

### **Food Services**

In general, teachers were happy with the district's food services. A large majority (84 percent) felt cafeteria facilities were sanitary and neat, and 86 percent felt cafeteria staff were helpful and friendly.

While nearly three-fourths (73 percent) of teachers felt cafeteria staff served warm food, less (51 percent) indicated the food looked and tasted good.

A substantial majority (86 percent) of teachers felt students ate lunch at the appropriate time of day. In addition, nearly two-thirds (65 percent) thought students waited in line no longer than ten minutes. Almost three-fourths (74 percent) felt campus staff maintained discipline and order in school cafeterias.

### **Safety and Security**

Teachers had mixed opinions regarding safety and security in the district. While slightly over half (56 percent) of teachers believed school disturbances were infrequent, a large majority also felt that gangs (76 percent), drugs (74 percent), and vandalism (84 percent) were serious problems in the district.

Over half (58 percent) of the teachers said security personnel had a good working relationship with principals and teachers, while a similar percentage (60 percent) felt the district had a good working arrangement with local law enforcement. Likewise, slightly over half (51 percent) felt students respected and liked security personnel.

Slightly less than half (44 percent) of teachers believed the district disciplined students fairly and equitably for misconduct while a similar percentage (41 percent) indicated that safety hazards did not exist on school grounds.

### **Computers and Technology**

In general, teachers were happy with computer technology in the district. Most (62 percent) indicated that students regularly used computers. A similar percentage (60 percent) thought students had regular access to computer equipment and software in the classroom and that computers were new enough to be useful for student instruction (68 percent). Additionally 64 percent believed teachers were knowledgeable enough to use computers in the classroom effectively.

While 50 percent of teachers indicated the district offered enough basic computer classes, only 29 percent thought the district offered enough advanced computer classes. Teachers were evenly divided over whether or

not teachers and students have easy access to the Internet. Forty-nine (49) percent thought this was true while 47 percent did not.

# Appendix E

## TEACHER SURVEY RESULTS

**Exhibit E-1**  
**Management Review Of The**  
**San Antonio Independent School District**  
**Teacher Survey Results**  
**(n=379)**

**PART A:**

1. Gender (Optional)

Male	23%
Female	77%

2. Ethnicity (Optional)

Anglo	48%
African American	9%
Hispanic	40%
Asian	0%
Other	4%

3. How long have you been employed by San Antonio ISD?

1-5 years	26%
6-10 years	21%
11-15 years	16%
16-20 years	12%
20+ years	24%



4. What grade(s) do you teach this year?					
Pre-kindergarten	4%	Kindergarten	11%	First Grade	19%
Second Grade	18%	Third grade	16%	Fourth Grade	17%
Fifth Grade	14%	Sixth Grade	11%	Seventh Grade	11%
Eighth Grade	12%	Ninth Grade	24%	Tenth Grade	24%
Eleventh Grade	24%	Twelfth Grade	25%		

### **Teacher Survey**

#### ***PART A:***

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Male	23%
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Fifth Grade	14%	Sixth Grade	11%	Seventh Grade	11%
Eighth Grade	12%	Ninth Grade	24%	Tenth Grade	24%
Eleventh Grade	24%	Twelfth Grade	25%		

**PART B:**

<b>A. District Organization &amp; Management</b>						
	<b>Survey Questions</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
1.	The school board allows sufficient time for public input at meetings.	5%	39%	33%	21%	3%
2.	School board members listen to the opinions and desires of others.	5	35	19	32	10
3.	School board members work well with the superintendent.	3	20	29	32	16
4.	The school board has a good image in the community.	2	16	18	46	19
5.	The superintendent is a respected and effective instructional leader.	15	34	29	14	8
6.	The superintendent is a respected and effective business manager.	13	34	34	12	7
7.	Central administration is efficient.	2	20	17	40	21
8.	Central administration supports the educational process.	3	31	17	31	17
9.	The morale of central administration staff is	1	15	54	22	8

	good.					
<b>B. Educational Service Delivery and Performance Measurement</b>						
	<b>Survey Questions</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
10.	Education is the main priority in our school district.	12%	40%	5%	36%	7%
11.	Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	4	29	6	41	21
12.	The needs of the college-bound student are being met.	2	30	28	30	11
13.	The needs of the work-bound student are being met.	2	29	28	28	14.
14	The district provides curriculum guides for all grades and subjects.	10	53	7	22	8
15.	The curriculum guides are appropriately aligned and coordinated.	6	42	10	32	10
16.	The district's curriculum guides clearly outline what to teach and how to teach it.	8	39	11	33	9
17.	The district has effective educational programs for the following:					
	a) Reading	9	51	11	22	7
	b) Writing	7	46	14	27	7
	c) Mathematics	7	62	10	16	5
	d) Science	4	46	18	26	6
	e) English or Language Arts	6	56	12	20	6

	f) Computer Instruction	4	39	17	30	11
	g) Social Studies (history or geography)	4	53	17	21	5
	h) Fine Arts	3	40	22	23	12
	i) Physical Education	6	56	22	12	4
	j) Business Education	1	28	59	10	2
	k) Vocational (Career and Technology) Education	2	23	49	18	9
	l) Foreign Language	5	39	44	9	3
18.	The district has effective special programs for the following:					
	a) Library Service	4	45	22	22	6
	b) Honors/Gifted and Talented Education	6	39	12	33	11
	c) Special Education	7	44	8	23	17
	d) Head Start and Even Start programs	2	28	57	9	3
	e) Dyslexia program	2	20	44	24	11
	f) Student mentoring program	4	41	23	24	7
	g) Advanced placement program	3	30	46	15	6
	h) Literacy program	3	29	43	21	5
	i) Programs for students at risk of dropping out of school	3	28	33	28	9
	j) Summer school programs	5	43	17	27	8
	k) Alternative education programs	4	33	31	24	9
	l) "English as a second language" program	3	36	31	24	6
	m) Career counseling	1	26	46	22	5

	program					
	n) College counseling program	2	25	50	18	5
	o) Counseling the parents of students	1	28	31	30	11
	p) Drop out prevention program	1	24	42	26	6
19.	Parents are immediately notified if a child is absent from school.	15	44	10	23	8
20.	Teacher turnover is low.	4	32	17	34	14
21.	Highly qualified teachers fill job openings.	4	35	17	33	11
22.	Teacher openings are filled quickly.	2	24	15	43	17
23.	Teachers are rewarded for superior performance.	1	9	10	45	37
24.	Teachers are counseled about less than satisfactory performance.	4	44	24	20	8
25.	Teachers are knowledgeable in the subject areas they teach.	10	64	9	14	3
26.	All schools have equal access to educational materials such as computers, television monitors, science labs and art classes.	4	21	9	40	26
27.	The student-to-teacher ratio is reasonable.	6	42	4	30	18
28.	Classrooms are seldom left unattended.	18	64	8	9	2

### C. Personnel

	Survey Questions	Strongly	Agree	No	Disagree	Strongly
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		<b>Agree</b>		<b>Opinion</b>		<b>Disagree</b>
29.	District salaries are competitive with similar positions in the job market.	11%	54%	3%	22%	11%
30.	The district has a good and timely program for orienting new employees.	4	36	27	24	9
31.	Temporary workers are rarely used.	2	20	31	37	11
32.	The district successfully projects future staffing needs.	1	19	21	46	13
33.	The district has an effective employee recruitment program.	2	29	45	18	6
34.	The district operates an effective staff development program.	3	35	14	32	16
35.	District employees receive annual personnel evaluations.	22	72	5	1	0
36.	The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	2	19	16	44	20
37.	Employees who perform below the standard of expectation are counseled appropriately and timely.	3	32	34	23	7
38.	The district has a fair and timely grievance process.	2	41	39	11	7
39.	The district's health insurance package meets	7	51	5	24	14

	my needs.					
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**D. Community Involvement**

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
40.	The district regularly communicates with parents.	8%	58%	12%	17%	4%
41.	The local television and radio stations regularly report school news and menus.	5	37	18	33	7
42.	Schools have plenty of volunteers to help student and school programs.	2	17	11	50	20
43.	District facilities are open for community use.	5	40	30	17	7

**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.	1%	29%	24%	36%	10%
45.	Parents, citizens, students, faculty, staff and the board provide input into facility planning.	3	49	15	25	8
46.	The architect and construction managers are selected objectively and impersonally.	1	18	55	19	7
47.	The quality of new construction is excellent.	2	17	51	21	9
48.	Schools are clean.	10	46	5	26	13

49.	Buildings are properly maintained in a timely manner.	6	37	6	35	16
50.	Repairs are made in a timely manner.	3	32	7	39	20
51.	Emergency maintenance is handled promptly.	6	50	16	21	8

#### **F. Financial Management**

	<b>Survey Questions</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
52.	Site-based budgeting is used effectively to extend the involvement of principals and teachers.	4%	31%	16%	29%	21%
53.	Campus administrators are well trained in fiscal management techniques.	4	29	35	21	11
54.	Financial resources are allocated fairly and equitably at my school.	5	34	18	25	18

#### **G. Purchasing and Warehousing**

	<b>Survey Questions</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
55.	Purchasing gets me what I need when I need it.	2%	30%	14%	38%	16%
56.	Purchasing acquires the highest quality materials and equipment at the lowest cost.	1	23	25	34	17
57.	Purchasing processes are not cumbersome for the requestor.	1	26	25	35	13
58.	Vendors are selected competitively.	1	24	56	13	6



59.	The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	5	59	10	19	7
60.	Students are issued textbooks in a timely manner.	10	53	6	19	11
61.	Textbooks are in good shape.	8	66	7	12	7
62.	The school library meets student needs for books and other resources for students.	9	44	5	28	15

#### H. Food Services

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
63.	The cafeteria's food looks and tastes good.	5%	46%	14%	22%	13%
64.	Food is served warm.	7	66	12	12	3
65.	Students eat lunch at the appropriate time of day.	9	77	4	8	2
66.	Students wait in food lines no longer than 10 minutes.	7	58	12	17	6
67.	Discipline and order are maintained in the school cafeteria.	11	63	6	14	7
68.	Cafeteria staff is helpful and friendly.	23	63	5	6	3
69.	Cafeteria facilities are sanitary and neat.	21	64	7	6	2

#### I. Safety and Security

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
70.	School disturbances are	7%	49%	5%	27%	13%

	infrequent.					
71.	Gangs are not a problem in this district.	2	9	13	49	27
72.	Drugs are not a problem in this district.	1	8	17	47	27
73.	Vandalism is not a problem in this district.	0	6	10	48	36
74.	Security personnel have a good working relationship with principals and teachers.	11	47	28	9	5
75.	Security personnel are respected and liked by the students they serve.	9	42	37	8	4
76.	A good working arrangement exists between the local law enforcement and the district.	9	51	34	3	3
77.	Students receive fair and equitable discipline for misconduct.	4	40	6	30	19
78.	Safety hazards do not exist on school grounds.	4	37	17	30	13

#### **J. Computers and Technology**

	<b>Survey Questions</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
79.	Students regularly use computers.	12%	50%	4%	27%	8%
80.	Students have regular access to computer equipment and software in the classroom.	10	50	4	26	11
81.	Teachers know how to use computers in the classroom.	6	58	7	25	4
82.	Computers are new	13	55	4	19	10

	enough to be useful for student instruction.					
83.	The district meets students needs in computer fundamentals.	7	43	11	27	12
84.	The district meets students needs in advanced computer skills.	6	23	28	27	16
85.	Teachers and students have easy access to the Internet.	10	39	5	30	17

# Appendix E

## TEACHER SURVEY RESULTS

### *Verbatim Comments*

The district needs to be stable in its curriculum and programs. They are constantly changing programs without giving the programs enough time to be successful. When the district adopts a program they need to keep it for five to eight years.

Teachers are not permitted to teach students. We are forced to teach programs! Teachers who have several years of experience should not have to endure a "slap in the face" and be required to teach programs. We know how to teach, so let us do it.

Safety and security -- we don't even know; in most cases have never seen the security people; children need to have in-school during the day suspension. They have no fear of any punishment.

Our police officer is way too friendly with kids, especially girls, too much touching. Our school is a joke. Students are out of control. To give an equitable education we need more than the other schools. More strong vice-principals are needed.

A large amount of money is wastefully spent on jobs that are not directly teaching the children (i.e., stewards and IG's). In our school we had to give up one Chapter I teacher and two Chapter I assistants positions in order to pay for the IG position.

A lot of items I marked with no opinion because I really did not know how these things were handled. Thank you for asking for my input.

Abundance is not given, it is worked for. There are many resources to make successful students in the district. The students have a responsibility to seize their future, also.

Administration is afraid of parents. If a child is failing and a parent comes and complains, administration will socially promote. Teacher can not teach nowadays. Paperwork this paperwork that, discipline this, discipline that. Document this document that, etc.

Administrative assistant positions and instructional guide positions are not appreciated nor are they compensated. Teachers moving from these positions or a Gifted and Talented facilitator positions are very unsure about the stability of their position with the district.

Administrators fail to adequately support teachers with discipline problems. There are students who continually cause disruption and lost learning time and are given little or no consequences for their behavior. Teachers are not rewarded for doing a good job.

Although we have implemented an early literacy program, it is extremely inflexible. The schedule is so rigid that it doesn't allow for slower students or for those who learn in a different way.

As a district-wide teacher I work with students at several schools and at all levels, with varying abilities. I feel the math program we are using this year is so much better than the Chicago math used the last few years.

As a middle school math teacher (20+ years), I and the majority of my colleagues feel the district has done more harm than good. Fact: in the last four years, we have been forced to use four different books, four different scope and sequence, and four different philosophies.

At Deily Elem., student enrollment has been decreasing and the district is constructing not only a new library but also more rooms. Other schools in my opinion deserve additions. Budget cuts should start at the top.

At my campus, teachers are not routinely included in decision making. If teachers are asked to vote or give input sufficient time is not provided to make informed decisions. The teachers at my campus have no input in the budgeting process

At my school, books are not issued to the students, they are issued to teachers in classroom sets and the teacher is held accountable. Teachers are required to call home on attendance, mail attendance reports and fill out warning letters for administration.

At present I am teaching in an elementary school. I teach TAAS skills for reading, language arts, math and TAAS writing. I do not teach science, social studies, art, etc. We have on going assessment and evaluation of all the students work.

Because of the commitment of professional teachers we are moving toward achieving significant goals that are attainable. If they would allow us to teach perhaps our jobs would be a lot easier, and children could learn and attain significant goals.

Before the former superintendent came our district was in the initial stages of the shared site based decision process. She proceeded to destroy this practice. We teachers have lost all input in this district. We are constantly debased and accused of all kinds of weakness.

Bilingual materials are in short supply. Programs are not developmentally appropriate for students who have never been in school before. Teachers are stressed to the limit.

Budget cuts are making it more difficult to do what the district mandates ( i.e. budget cuts required us to limit the number of copies per student). This doesn't give us enough for the district math program let alone other subjects.

Central administration demands the same reading program for the whole district, each school is different and unique with different teaching styles. The same reading programs cannot fit every school. School is TAAS-oriented.

Central office is top heavy--too many chiefs. Discipline needs to be stronger. New construction needs to be supervised closely by experienced personnel with common sense. Too much emphasis on college bound--not enough help or guidance for non-college bound students.

Check into violations in special education continuum of services and excessive paperwork.

Classes exist which have no text or curriculum in fine arts, merely to "place" students somewhere. This denies instruction to students who want and need instruction.

Come see the mess at Sam Houston High School. Sit down and talk to the staff!! We were asked to give this to the principal before we sent this out!!

Current interim superintendent seems to manage with school board--I'm very tired of city-wide joke my district has become. Money is often a problem to support my program. Little consideration is given to non-college bound students.

Curriculum guides for high school English were not available until approximately the 3rd week of school this year. There had not been any for a member of years previous. The guides require more work than is possible, particularly in block classes.

Discipline is the worst. Why is it the further you are away from the classroom the less money you receive, central office and admin services inflated salaries and increased their days to their contract which increases their salary?

District area administrators, in general, appear to be rude and condescending as well as unquestioningly authoritative in their dealings

with teachers. Honest disagreement and discussion is, on the face of it, inclusive but in reality, is not permitted.

District will not commit to one program. Changes curriculum before it has time to foster and develop. Not enough support or training when it does adopt a new program.

The interim superintendent is a nice man, but the associate superintendent and her staff under her seem to be calling all the shots. It appears that she has her own agenda.

Education has to change in order to meet the needs of the students; however, too much change too soon doesn't help. Also, change for the sake of change is ridiculous. Nobody learns because the programs keep changing.

Electives are always passed over for computers. Life insurance package was cut by more than half and it is not saving the district hardly any money. The insurance package has been in the same political hands for years, and the employees are the ones who suffer.

Emphasis is totally on TAAS and no core curriculum. Frustration in teacher results from not being permitted to teach students in a creative manner those content areas required to produce a well-rounded student! Numerous discipline disruptions within classes.

ESL students; special ed. students are not properly placed in programs. I teach at a middle school and have found that many elementary students are exempt from TAAS.

Expeditionary learning should be discontinued, and basic curriculum should be taught at all schools. Scope and sequence should be the rule for all rather than for a few schools.

For schools that are improving to such a degree where they are rated exemplary or recognized on their TAAS scores; the district should allow those schools to continue with their successes. Instead, those schools are "lumped" together with all others.

Gifted and talented teachers should be compensated for all the extra planning and implementing of g/t programs. A lot of extra time is devoted to attending g/t inservices and working with the Gifted and Talented students.

Politicians are demanding too much from the school administrators. Then school administrators demand too much from the school staffs. The ones

that suffer are the children because they are not allowed to be children but miniature adults.

Having been in this district as a student starting in 1955-56 and currently a 20+ year teacher with this district, I have seen a lot of good and bad educational practices come and go. I'm sad to say I feel our district is at an all-time low.

Highlands HS needs help with discipline! Our administrators are not doing their job. They are afraid because of lack of support downtown. Our administrators turn the other way when it comes to the dress code.

I'm very disappointed in the low expectations, discipline and consequences, and an attitude of "this is just the way it is at...". If I had known that teaching was going to be as it is teaching to the slowest, I would have opted for a more challenging and rewarding career.

I am concerned that useful older computers were ordered removed from classrooms months before y2k could cause problems. District policy of not allowing teachers to buy instructional supplies on the economy and get reimbursed is wasteful.

I am surrounded by well qualified and hard working colleagues. If we were left alone to do the job of educating kids things would be different. I am confident of the skills I possess and see others possess. Let us do our job; there are too many obstacles.

I am truly grateful for the staff development opportunities in my school. My principal is understanding and encourages all to participate. My biggest concern is moving teachers after the school year begins. This is too common an occurrence.

I am very happy with the mathematics text chosen. I still pondered what to do to best help our 1/3 at least special education population.

I answered "no opinion" because I have no personal knowledge. I have requested a/c and heat in my range (staff rooms) for 15 years! Water fountain has been out of order for two months!

I believe mainstream classes do not work because more time is spent with discipline rather than teaching.

I believe that the district should spend less money on central administration and more money on schools. The schools have the most direct impact on the students. We should concentrate our efforts to provide the students with more opportunities.



I believe that the school board and central office do not know how much they impact the students by their actions. For example, our campus' one and only English AP class was shut down because there were not 15 students enrolled--only 10.

I believe that there are a number of sound programs at various campuses. However, they're never given a chance to succeed before they're replaced by another program, ex. Chicago math replaced after two years.

I don't believe that everyone on the school board is educated or experienced enough to have the responsibility of a multi-million dollar district and its operation. The inner city school district poses problems that only teachers really seem to understand.

I don't know if it is the state or the district but when the services for special ed students are locked, frozen, the need for special ed assistants is ignored. Services like dyslexia which would help all students is not supported.

I feel my answers to the survey were harsh, but my standards for a school district are high. On paper and reports the district can compensate all aspects, but reality and actually meeting the needs of the children is another demand. Teachers are the core.

I feel our district is headed in the right direction. Indications are that test scores are on the rise, and goals are being reached annually to continue improving the present standards. I feel SAISD seeks to maintain qualified teachers.

I feel sometimes that a lot of emphasis is put on paperwork needed and that a lot of time getting this paperwork together could be used in more efficient planning, and gathering materials for our students in the classroom.

I feel that many of SAISD's problems are due to lack of adequate funding that more affluent districts have. Also site-based decision making in the schools is a farce because principals still work from a framework where they have to be in control.

I feel that SAISD wastes funds on instructional stewards and consultation firms. Students are not tested in a timely fashion or properly diagnosed for special education. Identified special education students are not serviced appropriately.

I feel that some schools get more than others because of their location. I know at some schools

it's a shortage of copying paper. I don't know about other schools, but they say no. Our district has so many student below grade level.

I feel that staff performance at the schools is lax. Teachers and staff need to be held accountable for their educational performance.

I feel that the educational performance has been improving due to the district's teachers and their commitment to quality education to all students. All credit goes to the teacher and

students for their effort in working towards the same goals.

I feel that the needs of students "at risk" are not met with a traditional type of school setting.

Perhaps we need flexible hours, smaller locations scattered in the community and much more community and family involvement. Also feel that discipline must improve.

I feel that we are top heavy with administrators both on the school campus and at the downtown office. Often we are given very little assistance and many times do things over again because of incorrect instructions.

I feel the district has many problems and I suspect other districts throughout the USA have similar problems. Often the people making decisions know very little about education in the classroom, having spent very little time there before bailing out.

I feel very privileged to work for SAISD. The teachers at my school really care about their students and all of their needs. We work closely with the parents to make sure the student succeeds. We are fortunate to have a good principal and vice-principal.

I find it difficult to believe that our district needs so many "higher-up": stewards, specialists, and so forth. It also seems like each year (or mid year) we are asked to implement different programs as if the district is grasping at straws.

I have a personal concern that if 50 percent of San Antonio's students went to a higher income district they would be classified as special ed qualified. I think 90 schools is simply too large a number for one district.

I have been teaching for only four years. My first year was in a small district, and education was the first priority. However, i feel that that is not the case here. There are disagreements all the time between school board, administrators and teachers.

I have never been involved with a school board that is more concerned with politics and "self-image" than the students' education. We are extremely "top-heavy" by the extra administrators added by our departed superintendent.

I moved to this district from California. I was very impressed at the commitment the district and its members had to students and education. What has not impressed me at all is the behavior and decisions the school board has made.

I shared my responses according to my school and knowledge of elementary schools. I feel our district is moving forward with new ideas and new buildings being built. I'm sure that not all schools are at the same level of competencies.

I think that there is a lot wrong with this district. We are overly concerned about TAAS scores that the actual education of our students gets lost. We also treat new teachers with a lack of trust and respect. There is little guidance given.

I think we have come a long way educationally in just the seven years that I have been here. But, we still need materials to teach with, more technology, etc. And the janitors and maintenance workers need to help improve the facilities by keeping the school clean.

I tried to be honest and open minded as I responded to your questions. Teaching in an alternative campus limits my awareness in certain areas; therefore, I responded "no opinion" in those areas. I thank you for allowing me to be part of your review.

I would be happy if the student to teacher ratio would be lowered. It would solve a multitude of problems.

If it wasn't for all the negative publicity brought on by our school board, our district wouldn't be looked down on as it is. How our district could be some \$30 million in the hole is beyond belief. Someone screwed up and needs to be held accountable.

In category b item number 23 "teachers are rewarded for superior performance" I strongly disagree. My students always score well on TAAS and last year I had six students with academic recognition and 98.5% of my class passed. Yet, I was never rewarded.

In my opinion too many new programs are being implemented and expected to be done with too much precision and time limits. I don't think

the students I teach are ready for such pressure. We don't have the flexibility to teach and re-teach at the pace of these changes.

In the area of special education, there does not seem to be any coherence from year to year or between programs. Students are being placed in life skills programs because there is no bridge between resources and the more restrictive life skills classes.

In the first nine weeks of school, I've had to: give the TPRI (we don't use these results); give the Gates--McGinnite reading test; give the g/t screening test; learn the new math program; change my schedule four times due to changes in lunch/pe schedules.

It appears more emphasis is spent on college-bound students than the normal majority or at-risk students.

It appears the district is extremely wrapped up in the ideal school and students. We have to get our children up to an adequate functioning level. They perceive us to function on a pace so rapid that we are losing our students.

It is unfortunate that long range planning in the magnet schools was not done. Therefore, too much pressure placed on teachers to maintain numbers and keep students not interested or meeting qualifications for a magnet just to maintain numbers.

Like in every program, in order to be successful is to have dedicated teachers. I am honored to work at a school where this exists. But, we could do even better if we all had at least the latest model of computers (7) in each class.

Morale is low. Teachers feel bombarded by the math and reading consultants. Every time we turn around this school year another "component" is being added to our reading or math.

More teacher input is needed to improve all departments. The administration needs to listen to and act on teacher input more consistently. The career and technology dept in the SAISD needs a chairperson and more staff.

More teacher input is needed to improve all departments. The administration needs to listen to and act on teacher input more consistently. The career and technology dept in the SAISD needs a chairperson and more staff.

Most of the attention is placed on the students that will go to college, but that is less than 9%, while the vocational shops are being closed. What will the 91 % that will not finish college do?

My comments vary because of the fact that I left a poorly constructed, poorly managed school for a 20-year old well-made and well-run school. However, I do feel that the pressures being placed on teachers by too-strict curriculum rules and student discipline codes are excessive.

My opinion of the school is based on my knowledge and not on the knowledge of others.

My school is run very well and student performance as well as TAAS scores are usually tops in SAISD. I feel we are the exception, not the norm. Students arrive with a host of problems which we as teachers cannot address in the classroom setting.

New programs are implemented with no additional funding or support: every science teacher at the high school level is required to have their students conduct a research project where they solve a problem by constructing something. No funds were provided.

New programs come and go too quickly for teachers to be able to develop proficiency in needed areas. The by-word isn't just "change for improvement" but "change with whoever is newly promoted or in favor". This results in curriculum--interruptus.

No equitable pay for teachers who perform extra duty assignments such as bilingual lead teachers(\$500.00 yearly), gifted/talented lead teachers(no \$), grade level lead teachers (\$500.00 yearly), math lead teachers(\$1000.00 yearly), etc.

On my campus at SAISD(high school), the counselors are more for scheduling than counseling. They need to have time for student needs. Our principal is so very full of "it". We are so tired and stressed out with reports that are duplicated for students.

On our campus, teachers generally feel threatened and intimidated by the principal. We have little to no input to improve programs at our school, thus we lose good people every year. District personnel are aware of our many problems (union complaints).

On paper, our school sounds great, however, we can't get on the internet, special ed students aren't helped, notification of special ed students is not given until 3-4 weeks after school starts, and the principal gets on the intercom 3-4 times a day.

Our district needs a stronger mentoring program for principals and teachers. Many teachers and principals are not qualified to take on the job they are given. The special education, music and library programs are a disgrace and archaic.

Our instructional guides, administrative assistants and principals are ever vigilant in providing us strategies to upgrade and exceed expectations in class performance especially on the TAAS yearly exams.

Our school board, in their haste to remove our superintendent, has left our district with little to no money. We have no budget for the basics including paper towels, xerox paper and we even have to monitor our use of classroom lights.

Overall rating of A+.

Overall, this district has been a good one. Unfortunately, when politics get involved, the students lose.

Personnel hired to make decisions for classroom teachers (ex. Math scope/sequence, bal. Literacy) are lacking in expertise in these areas. What is "planned" for student growth, performance is not appropriate for SAISD students.

Our district is too "top-heavy". Those positions, in my opinion, take up the bulk of the district monies, thus limiting supplies and supplemental materials needed to teach our children. Please! Let's stop teaching to a test. This is not learning.

Please talk to teachers and find out the truth about what is going on. Morale is very low.

Teachers keep leaving and all we ever hear is excuses and that if the teachers work harder we wouldn't have problems. There is very much an "us" against "them" mentality.

Previous superintendent only cared about personal and political gain; not about the children. Current school board does not use good judgement or common sense regarding finances or educational issues. They ask for input from educators but go ahead and decide anyway.

Principals of most schools have had no management training. They are inadequately prepared to handle monies from the district. I get no help with needed things for the classroom-no matter how minor. Access to phones is almost nonexistence

Programs are not being offered that the students need. Losing federal dollars!!

SAISD's educational performance would be much higher than it is if academic programs would stay around long enough to see the outcomes. There is no consistency throughout our district. Communication is poor and there is no unity within central office.

SAISD's focus seems to be directed at saving money at the cost of employee's losing half of their life insurance coverage. Their concern is also concentrated on every student passing mandated state testing.

SAISD does a remarkable job educating the youth for the district considering the raw materials we have to work with. Many of our students come from single parent(or no parent) homes; many are parents themselves; most are "at risk".

SAISD has shown yearly increases in student TAAS scores. However, I feel that these increases have been at the expense of providing a quality education for all students. Emphasis has been placed on students "passing" the TAAS instead of being placed on learning.

SAISD is caving in around our heads. Inner turmoil at the administration level filters down. We are being paperworked to death! Please just let me do my job! I am a teacher! Why does this district initiate programs and then only keep them for a couple of years?

SAISD suffers from an abundance of central administrators who make changes in programs without considering long term research data as to strong and effective programs that work for our students.

San Antonio ISD does a much better job than the media thinks or reports. The teachers in SAISD do a very good job. The main office does not help too often. Principals often get in the way especially in not backing the teacher.

San Antonio ISD spends freely on school designs that do not serve the needs of students, teachers and community. The money is spent on consultants. The outcome seldom reaches the students. I strongly believe that the district is "top heavy" with central administrators.

San Antonio spend a lot of money on different programs (called grant money) that is not beneficial to all students.

Schools in SAISD would be more successful if principals were chosen based on their ability to be educational leaders--instructional teachers! As

a teacher, I hold myself personally accountable to my students. They deserve the best education possible.

Scope and sequence (curriculum guide) is unreasonable in amount of time allowed for remediation and fundamentals.

Since the dismissal of the former superintendent, the district has taken 10 steps backwards. The programs she initiated were on the cutting edge of education and were definitely moving our district into the new millennium.

Site-based decision making does not exist on our campus. Not only are we told which programs to teach, but when to teach them and for how many minutes. Campus resources are not distributed fairly--no teacher input. No compensation for excessive duties.

Site-based management does not exist. Principals say they have little latitude but it seems they call all the shots and allow no dissenting opinions. The school is effectively their little kingdom. We need rigorous hands-on teaching from 1st grade on.

Sometimes one parent can call downtown and policy has to be changed for that one when several hundred conform to the policy.

Start holding students accountable for their own learning instead of the teachers being blamed for low student performance.

Special ed guidelines are not followed. Discipline (student) not consistent to none at all. Top heavy--stewards (what are their jobs?); Not working with students/teachers; instructional guides(what purpose do they have?). Need more instructional leadership.

Special education department at Longfellow Middle School is not efficient. Itinerant support has given themselves Friday afternoons off (not in a classroom) to do paperwork. The city councilman is hardly even on campus.

Starting school prior to labor day hurts our attendance. Block scheduling has cut the actual teaching time by 1/3 from the old 55 min. Day. It takes 3-4 weeks to settle a class down because of scheduling problems.

Stewards are "excess" and serve no useful purpose that I can see. Unreasonable and unattainable goals are being forced on students via district curriculum. Our students are not prepared for this level of work.



Student performance and achievement is low because of the excessive paperwork and non-instructional duties forced upon the teachers. Retentions are discouraged and all responsibility for learning is upon the teachers. New programs are constantly implemented.

Students that are not college bound need to have an alternative education. This should be done to keep these students in school. It would allow them to have success on the classroom. The curriculum would be based on preparing them to function at a job.

Teachers need to have more input into classroom curriculum. There is no site-based management. I don't think the school board realizes how little input teachers have at the schools. The board tries to give the teachers some options but the principles do what they want.

Teachers should be allowed to teach what they feel will meet the students' needs, rather than to follow a mandatory scope and sequence which is not addressing students' weaknesses. Student products/projects requirements are often not helping the students.

Thank you for being concerned for our well being. Our students are our future.

The administration has a very non-caring, head-in-the sand attitude about dress code, attendance, and discipline. There are too many highly over-paid personnel at the district office. Many are on probation and their contracts should not be renewed.

The administration (downtown) is top heavy, probably way overpaid, and does not have a real feeling of the classroom environment. Teachers have no real incentive (tangible or otherwise) to improve their performance in their classrooms.

The biggest gripe about this district is its wishy washy ways of embracing curriculum. Every year we have major overhaul in curriculum. New books, more training--it's financially ridiculous. Give a curriculum a chance to work. Otherwise you're spending money needlessly.

The biggest problem with SAISD is that the present (and previous) boards have not understood that the purpose of any school board is to establish policies and hire administrators to implement those policies.

The board needs to get off the political roller coaster and do what is best for the students not the parents. Times have changed since the parents were in school and we need to rise to the call for change and prepare the students for a better future.

The district changes programs too often. A program is not given a chance to work before a new one replaces it. A great deal of money has been spent on training teachers in non-existent programs. Too much time is spent on TAAS practice.

The district does not support Senate Bill 1 of zero tolerance. The discipline in the classrooms keeps me from teaching and the students who want to learn from learning. Some students have decided they aren't going to succeed.

The district has a good program for people from Iowa and Indiana but they only stay two years.

The district keeps incompetent teachers until they retire, which is not good for the children that go through their classrooms.

The district has improved over the past several years, as can be seen in the TAAS scores. But at the high school, it has been at the expense of course content. If "teaching the test" is the

means to raise the scores, then that is what this district will do.

The district is broke because the former superintendent required us to choose a school design at millions of dollars. The school design has not brought our TAAS scores up, it is that the teachers began using strategies which helped the students pass the test.

The district is so tight with funds yet demanding more from us. I feel upper management above principals are paid more that they deserve according to their performance. The district's priority should be children not pinching the dollar.

The district is top heavy in some areas. It seems that some people are trying to justify their job and therefore are passing along a lot of unnecessary reform which leads to unnecessary paperwork.

The district needs to help the teachers more rather than go through so much red tape.

The district needs to improve their technology especially at the elementary level. Many bilingual students are not being serviced by special programs such as special ed, gt and dyslexia. Libraries do not have enough books to service bilingual students.

The district needs to quit changing horses in mid-stream. A program is adopted, materials purchased, and ten seconds later, a new program has

supplanted the prior program and the process begins again. Frustrating and a waste of taxpayer money.

The district spends enormous amounts of money on staff development, training teachers in wonderful and effective programs and strategies only to change their minds six months or a year later. At times they promise us three to five years implementation but never follow through.

The educational performance of SAISD is different from campus to campus. I am extremely fortunate at the campus I am assigned to, due to the fact that we have good teacher collaboration and administrative support.

The emphasis is not on education, but on TAAS. Why not use a relevant test - TASP -- therefore save money. This is of primary importance. When the board gives teachers a raise (10%) and gives a tax cut in the same year-the district is poor and drastic change follows.

The emphasis on TAAS and remediating to pass is detrimental and does not allow for a proper foundation. Too much is done for the students to pass rather than rewarding those that have good work ethic.

The greatest "drawback" in my district has always been politics. For years, people have been hired for administrators based on "personal relationships", connections, and relatives. This changed with the former superintendent, but it started again.

The inner city schools need to have higher expectations. An example of how we should have higher expectation is English as a second language-- there simply is not enough of it. SAISD has hired bilingual teachers who only want to teach Spanish.

The last superintendent tore the district apart. The district is in turmoil. Until the board can agree on a new super, we will not be able to get down to the business of education. Central administration and principals are mostly holdovers.

The main administration and school board have changed the teaching methods, taken all creativity away. The teacher must follow a schedule and is reprimanded by the main admin. if it is not followed.

The morale throughout our district is very low in all departments. Everyone is afraid to speak out for fear that they will be reprimanded and singled out as a troublemaker. Employees in our district feel that decisions have already been made.

The one problem that I see with the SAISD is the unfair and unequal opportunity shown to its black employees and students. The district has policy concerning this matter but it is never carried out.

The responses shared reflect elementary school experience so I chose no opinion for those responses I felt were related to secondary school or for which I have no other information.

The role of instructional guides in our district is a joke in most cases. Unfortunately, rather than work with teachers, they often take on administrative duties of the principal.

The SAISD is definitely not preparing the majority of its students for the work force of the 21<sup>st</sup> century. Unfortunately the majority of our students are not college bound because of financial reasons, and these children need useful technical and vocational education.

The SAISD is biased and racially discriminates against African American applicants, employees, and students.

The school board is open to teacher input, but we can not often get basic supplies (i.e. staples, pencils, paper, etc.). This is most frustrating.

The school board majority have been major destructive forces for our district. Due to their financial irresponsibility, we have had to cut programs and some key personnel. Teachers and central office staff are leaving in droves.

The students of our district would be better educated if we had more technology in the classrooms and less dealings with insubordination amongst students. I feel we need a stronger discipline plan to stop classroom disruptions.

The superiority which SAISD once had has declined tremendously due to the fact that we are not a student-based entity. We are now more worried about what they are saying than what we need to correct to stop them from talking.

There are many very dedicated employees in the SAISD, both teachers and administrators. However, there is an inefficient, non-productive layer of district employees at the middle level of the bureaucracy. We don't need "instructional stewards".

There are not enough computers in each classroom for each student to use for instruction. We currently do not have a superintendent. Our board does

not seem to work well with the superintendent. Our school district tries to involve parent volunteers.

There is a lot of good and bad about the district. I truly feel that we fail the students in more ways than one. One principal should be trained to the fullest extent in listening to students and reading between what is actually conveyed to them.

There is too much going on at the same time (educational programs). This takes away from the basics.

There should not be vending machines in school for students to use. The cafeteria food is not very healthy. There needs to be programs for at risk students.

This district has one goal-to keep the majority of students in the barrio and non-competitive with the real world. It is broke. No superintendent! The district tries one program after another, spends money on it, only to have it fail.

This district has the difficult task of educating a very large group of economically disadvantaged students. We are still trying to deal with short falls generated by overspending supported by our previous superintendent.

This is a wonderful district to work for. It has some very fine and willing employees. However, the handling of students who disrupt, who abuse teachers/classmates/administrators is a joke. There is no discipline because schools are overcrowded.

This is not the first survey I've completed, and I certainly do not mind participating. However, it seems to me that this district pays high dollar for consultants to do a lot of paperwork, usually completed by teachers and we never see the end results.

Those items marked "no opinion" were marked that way because I have no knowledge of those questions.

This year our district is in a bottomless financial crunch so that everyone is suffering. There is very little money for anything new. I haven't had a computer for longer than 15-20 days. It broke down and never was repaired properly.

To improve the educational performance of SAISD we need to align the needs of the organization, as it relates to education, to the needs of its workers. Many of our workers have withdrawn psychologically; they have become indifferent and apathetic.

To me, it seems that the main purpose of our district is to be a jobs program. We have too many people "down town" making too much money and contributing too little to the education process. Several members of our board do not have the education to be in those positions.

Too many curriculum, etc. People at central office (let them rotate back into the classroom). Barest needs of teachers not met--no staples, staplers, paper (I have already bought two cases), no tape, folders, etc. We must buy our own supplies.

Too many people in the central office, instructional steward (now called executive directors) have too many people working under them--so what does the exec. dir. do really? And we don't need instructional guides on campuses--they primarily go to meetings.

Too many programs have been implemented over the past 3-5 years. The district needs to make parents more accountable for their child's attendance, grades and behavior.

Too much bureaucracy.

Too much emphasis is placed on what the teacher will do so the students can pass individual classes. Curriculum is too "watered" down. Students and parents are not being held for their actions whether it's a discipline problem or an educational problem.

Too much of the district's operating expenses are allocated to central office "educational visionaries" who rarely seek teacher or community input, are never held accountable for their own actions, and spend the bulk of their working day designing new programs.

Under our previous superintendent, and previous board president, our district was constantly subjected to one new reform after another with insufficient time for study or implementation.

Unless the question specifically referred to my individual school, my answers reflect my opinion of the district and not of my school. My school is absolutely on a much higher standard and run more efficiently and effectively in spite of the district demography.

We are drowning in paperwork. Too much pressure on TAAS without regard for creating life long learners. Too much pressure from stewards. Disregard for campus plans. Good teachers are treated like bad teachers.

We are dumbing down "our children" in our classrooms. We are not concerned with the needs of society--we pass up students who do no work

in class, can't read or do math. Teachers have to put up with unruly behavior in the classroom.

We are on an 90-minute block schedule. This gives twice as many students to each teacher and students are overwhelmed with work and do not remember their assignment from two days ago. It doesn't work!

We as a district say that we use site-based management, but we have no input in these matters. The principal's decision is the only one that counts - -- our input is not important

We don't want to tell the students no. We make exceptions to all the rules and we water down the curriculum because we don't want a high failure rate.

We have not been properly trained for the after class program: 1) Need a curriculum to support this program; 2) Also materials to support the goals and objectives; 3) Life skill classrooms do not contain all of the necessary equipment.

We have too many chiefs and not enough Indians. There is no need for these instructional stewards. I feel they are power hungry people. Students are not first. Teacher morale is low. The schools have 20 million different programs going.

We hope for progress consistently.

We need more money spent on the children and (less) a lot less on middle management administrators who do nothing but generate paperwork to justify their job.

When children come to school half-dressed, late, and usually hungry, it is possible that their attention span and concentration will be affected. When dad is in jail and mom is doing drugs on top of the other mentioned problems, children are distracted.

When first hired by SAISD, I was told by the recruiter that "SAISD does not tolerate mediocrity". This is contrary to what I've witnessed and experienced through the motions of change and improvement, but the end result is a huge, old, unmoved bureaucrat.

When our district went all free lunch the cost to the personnel went up drastically. We are paying for the free lunch. There is not enough time for teacher workdays and too much inservice.

While the former superintendent was there, there were many plans for changes. The intent of the changes were badly needed, and overdue for this particular district. Zero tolerance policy is not enforced. Discipline is the greatest problem, followed by over crowded rooms and principals who are more into politics than their student body. And I'm tired of hearing that parents cannot be forced to accept the consequences.



# Appendix F

## PARENT SURVEY RESULTS

- A. Overview
- B. Tables (Exhibit F-1)
- C. Verbatim Comments

Surveys were sent to 1,200 San Antonio Independent School District (SAISD) parents and 140 of those parents completed and returned usable surveys. This represents a response rate of 12 percent. Three-fourths (75 percent) were female while 25 percent were male. Over three-fourths of the respondents were Hispanic (81 percent), while 12 percent were African American, five percent were Anglo, and one percent were Asian. Another one percent classified themselves as "Other."

Most of the parents that responded have lived in SAISD for a considerable period of time. Sixty-six (66) percent have lived in the district for over 10 years. Another 16 percent have lived in the district between six and 10 years while the remaining 18 percent have lived in the district for five years or less.

Parents were asked which grades their children attended. Listed below are the response percentages. Percentages total more than 100 percent because some parents had more than one child in district schools.

- Pre-kindergarten - 10%
- Kindergarten - 18%
- First Grade - 19%
- Second Grade - 22%
- Third Grade - 24%
- Fourth Grade - 14%
- Fifth Grade - 14%
- Sixth Grade - 16%
- Seventh Grade - 11%
- Eighth Grade - 12%
- Ninth Grade - 12%
- Tenth Grade - 10%
- Eleventh Grade - 11%
- Twelfth Grade - 5%

The survey questionnaire was comprised of two sections: a multiple-choice section and a comment section. The multiple-choice section asked parents their opinions about 11 of the 12 areas under review. The 11 areas covered in the survey were:

- District Organization and Management
- Educational Service Delivery and Performance Measurement
- Community Involvement
- Facilities Use and Management
- Asset and Risk Management
- Financial Management
- Purchasing and Warehousing
- Food Services
- Transportation
- Safety and Security
- Computers and Technology

The comment section asked parents their opinions on the overall educational performance of the district in general. The review team had summarized the responses for the multiple-choice questions below.

### **District Organization and Management**

Parents were asked about the willingness of the school board to receive input from others and the overall performance of the district superintendent. Generally, parents either responded that the school board was willing to receive input from others or had no opinion. Fifty-one (51) percent of respondents indicated the school board allows sufficient time for public input at meetings. Another 15 percent disagreed while 34 percent had no opinion. Likewise, 55 percent of the parents thought school board members listened to the opinions and desires of others while 18 percent disagreed. Twenty-seven (27) percent had no opinion.

Responses concerning the superintendent were mostly positive. Over half of responding parents (51 percent) indicated the superintendent was a respected and effective instructional leader. Thirty-nine (39) percent had no opinion, while only 11 percent disagreed. Additionally, 48 percent thought the superintendent was a respected and effective business manager. Eleven (11) percent disagreed, while 42 percent had no opinion.

### **Educational Service Delivery and Performance Measurement**

In general, most parents indicated the district's educational programs met their children's needs. Nearly three-fourths of parents (71 percent) indicated the district provides a high quality of services. An identical percentage believes the district provides a high quality education. However, only 37 percent of parents believed the educational program met the needs of college-bound students. Another 41 percent had no opinion, while 22 percent disagreed. Over half (56 percent) thought the district met the needs of work-bound students, while 63 percent indicated that teachers

are given an opportunity to suggest programs and materials they believe are most effective.

Most parents supported district educational and special programs when they expressed an opinion. For several programs, a high percentage of parents expressed no opinion. Over half of the parents thought the following educational programs were effective: reading (89 percent), mathematics (88 percent), English/Language Arts (85 percent), social studies (85 percent), science (85 percent), writing (84 percent), physical education (78 percent), computer instruction (66 percent), fine arts (70 percent), and foreign language (56 percent). However, less than half believed other programs were effective, business education (38 percent), and vocational education (44 percent).

For special programs, parents felt the most effective ones were, gifted and talented (77 percent), library service (76 percent), summer school (75 percent), and special education (70 percent). However, less than half felt other programs were effective, particularly college counseling (40 percent), dyslexia program (41 percent), career counseling (44 percent), and dropout prevention (44 percent). Many parents had no opinion for many of these items.

Nearly two-thirds (64 percent) of parents indicated the district has high quality teachers. Likewise, 70 percent thought teachers were knowledgeable in the subject areas they teach. Although only slightly over one-third (41 percent) thought teacher turnover was low, 47 percent had no opinion. When job openings are created, 49 percent of parents indicated that highly qualified teachers fill these spots. An additional 34 percent had no opinion. Sixty (60) percent of parents responded that substitute teachers rarely teach their children and 63 percent said that teachers rarely leave classrooms unattended.

A large majority of parents (87 percent) indicated that students had access to a school nurse when needed. Over half (54 percent) said all schools had equal access to educational materials such as computers, television monitors, science labs, and art classes.

### **Community Involvement**

Over half (51 percent) of parents thought the district regularly communicated with them. Fewer (40 percent) thought district facilities are open for community use. However, 39 percent had no opinion about this item. Parents were more inclined to believe (45 percent) than not believe (37 percent) that schools had plenty of volunteers to help students and school programs.

## **Facilities Use and Management**

In general, parents were satisfied with school facilities. Over three-fourths (77 percent) thought schools were clean. Regarding maintenance and repair, nearly three-fourths (72 percent) of parents replied the district promptly and properly maintained buildings, while a smaller percentage (57 percent) believed the district handles emergency maintenance promptly. Additionally, over half (58 percent) felt the district repairs buildings promptly. More than a third (44 percent) said the district uses very few portable buildings, while 32 percent disagreed.

## **Asset and Risk Management**

While more parents were inclined to respond that their property tax bills were reasonable for the educational services delivered (42 percent) than otherwise (24 percent), a significant percentage (34 percent) had no opinion. Parents were evenly divided (32 percent agreed and 32 percent disagreed) over whether or not board members and administrators did a good job of explaining the use of tax dollars.

## **Financial Management**

Parents did not appear to be well informed about the district's financial management practices. For each of the four survey items, the percent of no opinion responses was approximately 50 percent. More parents (34 percent) than not (14 percent) thought site-based budgeting was used effectively to extend the involvement of principals and teachers. An identical percentage (34 percent) indicated that campus administrators were well trained in fiscal management techniques. For those that registered an opinion, parents indicated by a 3:2 ratio that the district's financial reports were easy to understand and made available to community members when asked.

## **Purchasing and Warehousing**

In general, parents were satisfied with the district's purchasing and warehousing practices. Three-fourths (75 percent) thought the district provides textbooks promptly, and 64 percent indicated that these textbooks were in good shape. Likewise, nearly three-fourths (73 percent) believed the school libraries had enough books and resources for students.

## **Food Services**

In general, parents were mostly satisfied with the district's food services program. Three-fourths (75 percent) of parents thought cafeterias were

sanitary and neat, and nearly the same percentage (70 percent) believed cafeteria staff is helpful and friendly.

Nearly two-thirds (65 percent) of parents said cafeteria food looks and tastes good, and nearly three-fourths (74 percent) indicated that cafeterias served food that is warm. Nearly all (93 percent) said the school breakfast program is available to all children.

Slightly over three-fourths (78 percent) of parents thought students eat lunch at the appropriate time of day. Over half (53 percent) of the parents thought students waited in line no longer than ten minutes, however 29 percent disagreed. Additionally, 52 percent of the parents thought students had enough time to eat, but 44 percent disagreed. Over three-fourths (76 percent) of the parents indicated that campus staff maintain discipline and order in school cafeterias. Most parents (68 percent) said their children regularly buy their meals from the cafeteria.

### **Transportation**

Parents did not express a high level of interest in the district's bus transportation services. For many of the survey items, the percentage of no opinion responses ranged between 50 and 60 percent. Only 29 percent of the respondents agreed their children regularly ride the bus. Forty (40) percent disagreed, while 32 percent had no opinion. Thirty (30) percent of the respondents thought the length of the bus ride was reasonable, nine percent disagreed, and 61 percent had no opinion. Thirty-seven (37) percent of parents said their child's bus stop is within walking distance of their home. Only eight percent disagreed while 55 percent had no opinion. Of those with an opinion, most parents thought the bus stop (37 percent) and school drop-off zone (43 percent) were safe.

About a third of parents (32 percent) indicated buses were clean and fewer (27 percent) indicated buses seldom break down. Nearly two-thirds (63 and 64 percent respectively) had no opinion about these items.

About one-fourth (24 percent) of parents indicated the bus driver maintains discipline on the bus, while ten percent disagreed. Nearly two-thirds (66 percent) had no opinion. Over a third (36 percent) of the parents thought the district had a simple method of requesting buses for special events. Fifty-six (56) percent had no opinion.

### **Safety and Security**

In general, parents were somewhat satisfied with the school district's safety and security. Nearly three-fourths (71 percent) of the parents believed students were safe and secure at school. Over two-thirds (69

percent) indicated that school disturbances were infrequent. However, 41 percent thought gangs were a problem in the district. Even more thought drugs (45 percent), and vandalism (43 percent) were serious problems in the district. Additionally, over half (58 percent) of the parents believed the district disciplines students fairly and equitably for misconduct.

Over half of the parents (62 percent) thought security personnel had a good working relationship with principals and teachers, and nearly the same percentage (59 percent) believed students respect and like security personnel. Likewise, nearly two-thirds (66 percent) indicated the district had a good working arrangement with local law enforcement. Opinion was fairly evenly divided over whether or not safety hazards existed on school grounds. Thirty-seven (37) percent said they did not exist, 30 percent said they did, and 34 percent had no opinion.

### **Computers and Technology**

Parents were not completely satisfied with computer technology in the district. Half (50 percent) of all parents thought the district offers enough basic computer classes, but fewer (43 percent) indicated the district offered enough advanced computer classes.

More than half (61 percent) of the parents thought computers were new enough to be useful for student instruction. However, only 43 percent indicated that students had easy access to the Internet. Nearly two-thirds (63 percent) of the parents thought that teachers were knowledgeable enough to use computers in the classroom effectively.

# Appendix F

## PARENT SURVEY RESULTS

### Exhibit F-1 Parent Survey Results (n=140)

#### PART A:

##### 1. Gender (Optional)

Male	25%
Female	75%

##### 2. Ethnicity (Optional)

Anglo	5%
African American	12%
Hispanic	81%
Asian	1%
Other	1%

##### 3. How long have you been employed by San Antonio ISD?

0-5 years	18%
6-10 years	16%
11+	66%

##### 4. What grade level(s) does your child(ren) attend?

Pre-kindergarten	10%	Kindergarten	18%	First Grade	19%
Second Grade	22%	Third grade	24%	Fourth Grade	14%
Fifth Grade	14%	Sixth Grade	16%	Seventh Grade	11%
Eighth Grade	12%	Ninth Grade	12%	Tenth Grade	10%

Eleventh Grade

11%

Twelfth  
Grade

5%

**PART B:**

<b>A. District Organization &amp; Management</b>						
	<b>Survey Questions</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
1.	The school board allows sufficient time for public input at meetings.	9%	42%	34%	12%	3%
2.	School board members listen to the opinions and desires of others.	11	44	27	14	4
3.	The superintendent is a respected and effective instructional leader.	14	37	39	6	5
4.	The superintendent is a respected and effective business manager.	12	36	42	7	4
<b>B. Educational Service Delivery and Performance Measurement</b>						
	<b>Survey Questions</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
5.	The district provides a high quality of services.	21%	50%	8%	16%	5%
6.	Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	16	47	20	14	2
7.	The needs of the college-bound student are being met.	11	26	41	16	6
8.	The needs of the work-bound student are being met.	11	45	29	12	3
9.	The district has effective educational programs for					



	the following:					
	a) Reading	26	63	3	6	2
	b) Writing	26	58	5	7	4
	c) Mathematics	28	60	3	5	3
	d) Science	24	61	7	6	2
	e) English or Language Arts	24	61	7	5	3
	f) Computer Instruction	22	44	15	15	5
	g) Social Studies (history or geography)	23	62	8	5	2
	h) Fine Arts	24	46	16	11	5
	i) Physical Education	24	54	11	8	4
	j) Business Education	7	31	54	6	2
	k) Vocational (Career and Technology) Education	11	33	49	5	2
	l) Foreign Language	14	42	37	5	3
10.	The district has effective special programs for the following:					
	a) Library Service	20	56	15	7	2
	b) Honors/Gifted and Talented Education	24	53	16	4	3
	c) Special Education	24	46	22	4	4
	d) Head Start and Even Start programs	19	44	32	2	3
	e) Dyslexia program	10	31	49	6	5
	f) Student mentoring program	16	42	28	9	5
	g) Advanced placement program	17	42	31	8	3
	h) Literacy program	12	43	35	6	5
	i) Programs for students at risk of dropping out of	11	34	40	10	5

	school					
	j) Summer school programs	19	56	15	8	2
	k) Alternative education programs	16	49	29	4	3
	l) "English as a second language" program	16	46	27	8	2
	m) Career counseling program	10	34	43	8	5
	n) College counseling program	12	28	48	8	5
	o) Counseling the parents of students	15	37	29	14	5
	p) Drop out prevention program	14	30	43	11	3
11.	Parents are immediately notified if a child is absent from school.	26	35	14	12	13
12.	Teacher turnover is low.	14	27	47	8	4
13.	Highly qualified teachers fill job openings.	15	34	34	8	9
14.	A substitute teacher rarely teaches my child.	16	44	19	10	11
15.	Teachers are knowledgeable in the subject areas they teach.	20	50	14	12	4
16.	All schools have equal access to educational materials such as computers, television monitors, science labs and art classes.	21	33	13	25	8
17.	Students have access, when needed, to a school nurse.	29	58	4	7	2
18.	Classrooms are seldom left unattended.	23	40	19	14	4

19.	The district provides a high quality education.	20	51	11	11	7
20.	The district has a high quality of teachers.	19	45	17	13	6

### C. Community Involvement

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
21.	The district regularly communicates with parents.	18%	33%	18%	27%	4%
22.	District facilities are open for community use.	13	27	39	17	4
23.	Schools have plenty of volunteers to help student and school programs.	18	27	17	24	13

### 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.	13%	43%	23%	17%	4%
25.	Schools are clean.	21	56	6	16	2
26.	Buildings are properly maintained in a timely manner.	18	54	13	12	2
27.	Repairs are made in a timely manner.	18	40	25	15	2
28.	The district uses very few portable buildings.	9	35	25	23	9
29.	Emergency maintenance is handled promptly.	15	42	32	7	4

### E. Asset and Risk Management

	<b>Survey Questions</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
30.	My property tax bill is reasonable for the educational services delivered.	9%	33%	34%	16%	8%
31.	Board members and administrators do a good job explaining the use of tax dollars.	7	25	36	22	10

#### **F. Financial Management**

	<b>Survey Questions</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
32.	Site-based budgeting is used effectively to extend the involvement of principals and teachers.	5%	29%	53%	9%	5%
33.	Campus administrators are well trained in fiscal management techniques.	7	27	49	10	7
34.	The district's financial reports are easy to understand and read.	7	25	48	17	3
35.	Financial reports are made available to community members when asked.	5	24	53	15	4

#### **G. Purchasing and Warehousing**

	<b>Survey Questions</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
36.	Students are issued textbooks in a timely manner.	18%	57%	11%	12%	2%
37.	Textbooks are in good shape.	16	48	18	13	5
38.	The school library meets student needs	25	48	12	9	6

	for books and other resources for students.					
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### H. Food Services

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
39.	My child regularly purchases his/her meal from the cafeteria.	26%	42%	9%	18%	5%
40.	The school breakfast program is available to all children.	39	54	7	1	0
41.	The cafeteria's food looks and tastes good.	25	40	13	11	11
42.	Food is served warm.	24	50	12	9	5
43.	Students have enough time to eat.	19	33	4	23	21
44.	Students eat lunch at the appropriate time of day.	26	52	7	10	7
45.	Students wait in food lines no longer than 10 minutes.	18	35	19	18	11
46.	Discipline and order are maintained in the school cafeteria.	24	54	10	10	3
47.	Cafeteria staff is helpful and friendly.	20	50	14	9	7
48.	Cafeteria facilities are sanitary and neat.	22	53	16	6	3

### I. Transportation

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
49.	My child regularly rides the bus.	10%	19%	32%	24%	16%
50.	The bus driver maintains discipline	6	18	66	4	6

	on the bus.					
51.	The length of the student's bus ride is reasonable.	5	25	61	5	4
52.	The drop-off zone at the school is safe.	8	35	49	4	5
53.	The bus stop near my house is safe.	8	26	57	5	4
54.	The bus stop is within walking distance from our house.	10	27	55	6	2
55.	Buses arrive and depart on time.	7	21	61	6	5
56.	Buses arrive early enough for students to eat breakfast at school.	10	18	62	7	3
57.	Buses seldom break down.	6	21	64	6	3
58.	Buses are clean.	8	24	63	3	2
59.	Bus drivers allow students to sit down before taking off.	9	19	58	10	4
60.	The district has a simple method to request buses for special events.	12	24	56	6	2

### **J. Safety and Security**

	<b>Survey Questions</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
61.	Students feel safe and secure at school.	21%	50%	12%	13%	5%
62.	School disturbances are infrequent.	15	54	15	13	4
63.	Gangs are not a problem in this district.	13	27	20	26	15
64.	Drugs are not a	13	22	21	29	16

	problem in this district.					
65.	Vandalism is not a problem in this district.	12	24	22	25	18
66.	Security personnel have a good working relationship with principals and teachers.	14	48	32	4	2
67.	Security personnel are respected and liked by the students they serve.	13	46	33	5	3
68.	A good working arrangement exists between the local law enforcement and the district.	17	49	29	5	2
69.	Students receive fair and equitable discipline for misconduct.	17	41	18	17	8
70.	Safety hazards do not exist on school grounds.	11	26	34	24	6

#### **K. Computers and Technology**

	<b>Survey Questions</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
71.	Teachers know how to teach computer science and other technology-related courses.	17%	46%	28%	7%	2%
72.	Computers are new enough to be useful to teach students.	20	41	24	14	2
73.	The district meets students needs in computer fundamentals.	16	34	27	16	7
74.	The district meets students needs in advanced computer skills.	15	28	33	15	8

75.	Students have easy access to the Internet.	16	27	33	19	4
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# Appendix F

## PARENT SURVEY RESULTS

### *Verbatim Comments*

As a parent, volunteer, substitute teacher, and newly elected PTA president of a SAISD elementary school, I am satisfied with most aspects of my children's education.

Education is extremely important. Some students don't live in an environment here that is important so the teachers must care and encourage their students to do good and their best. So far the teachers I have met are very good.

Food has not been very good for the high school students. Portions of food are very small. Quality of the food is poor. I feel that there is not enough time to eat their lunch and have been pushed for time to hurry up and eat.

Foreign language entry-level teachers need more experience.

I always feel there can be more ways to make SAISD a better district. I also think the board needs to put their personal feelings for one another aside and put our children first.

I am very concerned about the use of facilities during after-hours and weekend hours. I mean there needs to be more control on the air conditioner running on a Sunday with no one in class.

I am determined to have my daughter attend high school in another school district and not SAISD. This school district just can not get its act together.

I am glad my kids are where they like to learn and where they are being taught.

I am very pleased with SAISD.

I believe that SAISD needs to offer twice a year training classes on how to control stress in the classroom. Many teachers and parents need stress management classes.

I believe the children need to be prepared for the future. More computer education for all children ---whether the child wants the course or not. More exposure of real life employment opportunities and the education/certifications and training needed for students.

I do not feel the uniform issue is working out, they are too experienced with the children in school and they get too stained when on the playground. Also, they are not worn in the winter when waiting.

I don't think that they treat all children the same. I've had problems with the past and was not satisfied with the outcome.

I feel not all teachers care if a child is succeeding. Other issues are more important than the dress code. It's not a solution, students get behind and therefore are denied an education.

I feel that my child should feel safe and have a positive learning environment. She should have access to her computer classes, but within the SAISD. They don't have enough time. In the future, computers will be the key to every thing.

I feel that some teachers must control their tempers better. Often my child comes home to tell me her phys ed teacher says their class, as a whole, are fools. They give her high blood pressure and are consistently being yelled at.

I feel that there are some adjustments to be made. SAISD is a good educational district. But there are a few bad things. Not all teachers that teach on-line or Internet classes know what they are doing.

I feel that they should do more for the special education student like computer instruction and I feel like if a child is absent they should call the parent, not wait until the child is absent for nine or 10 days and then tell the parent that they might have a problem.

I feel the SAISD is one of the lowest performance districts in the San Antonio area. I also feel the lack of homework hampers the students' overall progress.

I feel when a student hurts another student for no apparent reason and that the problem student has more than one complaint, something should be done.

I have five children ranging in the ages from 26, 23, 21, 11, 10, and 6. They have all attended the same elementary school. I think they do excellent work in teaching our children, I have moved three times, but always stay in the same district so all my children can finish there.

I have not been to any of the meetings yet. But we really like the school and the after-school program is a help for working parents.

I personally like SAISD - I grew up in the SAISD and feel secure that my children can get a good education here if they take advantage of the program offered. But I do feel that SAISD can get better.

I really feel that there's a lack of communication between parents and school officials. As a mother of three, two of which are enrolled as students of SAISD, we as parents don't have any input as far as our children's education is concerned.

I think that if there was more communication between parents and teachers, and more fairness in listening to not just the teachers' side of the story but also the students' there would be less dropouts.

I thought lunch was a relaxing time. Not at this elementary. They herd them in and out not caring if the little ones eat. I ate with my little girl last week, what a joke. The line was 15 minutes; the servers treated them like 5th graders, real firm.

I work at the Edgewood ISD and notice that first grade on to 5th they are exposed to a computer lab at least 30 minutes a day. I feel that my child should have that same exposure to a computer.

More is needed in all sorts of educational goals for our children and also parenting, computer class for the parents. Try to encourage them to also volunteer.

More notices to parents need to be mailed instead of relying on students to give us information.

My children's teachers have been great.

My daughter's kindergarten teacher taught her the basics of sign language and my daughter was learning this very well and I feel that this should be a permanent course elective. My daughter's meals are free and it has really benefited us, thank you.

My only problem with the school is, if one kid hits another kid and continues to go at him and the other is forced to defend himself, it's considered a fight, not an assault by the first kid.

My school district needs more computers and computer courses. More counseling on future goals to broaden children's minds on college/trade school. More guest speakers to encourage children to remain in school.

Needs challenge program in all schools.

Negative comments are mainly directed to school operations in middle school and high school. At Thomas Jefferson High there seems to be no consequence for students who skip classes. Parents are not kept informed about class attendance.

No uniforms.

Not enough bilingual teachers.

P F Stuart Elementary needs to be looked at and reviewed very carefully. Teachers are not in the cafeteria in the morning. Parking and drop-off for students are horrible.

Rodriguez Elementary has a lot to be proud of. As a school they are great. SAISD has lots of work to be done, but all in all I'm very happy with choices made.

Roll call is taken only on the first period in their particular high school. It should be taken on every period. Attendance office does not make an effort to call parents if students are absent. There is no follow-up by teachers when parents call to check on students.

School needs to patrol in hallways.

The performance of the SAISD on education is very wonderful.

The bus driver is not dependable.

The children at the school who patrol the streets are sometimes left unattended. I think there needs to be an adult wherever there are children at the stop signs.

The entire campus at Highlands High is in a terrible state. The paint is peeling off the walls. The office is even in poor condition. The grounds look very bad. The gyms are not fit for high school events.

The school district should have a person to talk to the kids who have problems instead of sending them home, it's not helping the child none.

The school my kids go to have very rude people in the cafeteria, I don't know if they are help or workers, but they scared the kids and then they don't want to go to school.

The students like the high needs yellow bus instead of viva bus because they have some bus stop that are not in walking distances to there houses.

This district is no longer about educating the children, it is more about politics and power.

We need more teachers to care to teach and listen more to the students. The teachers now are rude, lazy, and just don't care about the students' needs. I see more students dropping out for the lack of help.

We should have teachers who are dedicated to their job to teach our children to learn more and most importantly, a principal who is willing to do more for the child and not so much for the staff.

Well, for one example, why do the principals of the schools think they are above all that live in the area and they always talk down to the parents as if they are children!

# Appendix G

## DISTRICTWIDE TESTING ACTIVITIES

**Exhibit G-1**  
**San Antonio Independent School District**  
**Districtwide Testing Activities**  
**1999-2000**

<b>August</b>		
<b>Date</b>	<b>Test</b>	<b>Grade Level</b>
August 9-September 3	Oral Proficiency Test (English/Spanish)-LEP Identification	PK-12
August 9-September 3	Reading Proficiency Test-LEP Identification	2-12
August 9-31	Reading Recovery Testing	
<b>September</b>		
<b>Date*</b>	<b>Test</b>	<b>Grade Level</b>
1-3	Oral Proficiency Test (English/Spanish) continued	PK-12
1-3	Reading Proficiency Test continued	2-12
1-10	TPRI	1-2
7-8	Science Interims (AB)	6-8
7-8	Biology, Chemistry, Physics, IPC Interims (AB)	9-12
13-17	Reading Level	1-8
13-17	Sentence Dictation	1-8
13-17	Credit by Examination	K-12
18	TASP	High School Eligible
20	Draw Starts/Patterning	K-4
Sept 25-Dec 4	PLAN	High School Eligible
25	ACT	High School

		Eligible
27-30	Math Interims	6-8
27-30	Geometry Interims	8-12
<b>October</b>		
<b>Date</b>	<b>Test</b>	<b>Grade Level</b>
4-8	Written Composition	1-8
4-8	Math Interims	6-8
4-8	Geometry Interims	8-12
4-8	Science Interims (YL)	6-8
4-8	Biology, Chemistry, Physics, IPC Interims (YL)	9-12
7-8	Science Interims	6-8
7-8	Biology, Chemistry, Physics, IPC Interims (AB)	9-12
9	SAT I/II	High School Eligible
12	PSAT/NMSQT	High School Eligible
16	PSAT/NMSQT	High School Eligible
23	ACT	High School Eligible
25-19	RAVENS (nominated K) GT	K
26	TAAS Writing (nonmasters EXIT)	11-12
27	TAAS Math (nonmasters EXIT)	11-12
28	TAAS Reading (nonmasters EXIT)	11-12
<p><i>*SFA Testing occurs about every 8 weeks. The group test takes about 3 days/ the individual testing takes about 1 week (PreK-5)</i></p>		
<b>November</b>		

<b>Date</b>	<b>Test</b>	<b>Grade Level</b>
1-5	Previously Attempted Course Exam (PACE)	9-12
6	SAT I/II	High School Eligible
9-10	Science Interims (AB)	6-8
9-10	Biology, Chemistry, Physics, IPC Interims (AB)	9-12
11-17	ITBS/ITED (nominated Sci/Soc. St.) GT	5-11
13	TASP	High School Eligible
15-19	Algebra 1 Interims	8-12
29-30	Otis-Lennon School Abilities Test (nominated) GT	3-11
<b>December</b>		
<b>Date</b>	<b>Test</b>	<b>Grade Level</b>
1-3	Otis-Lennon Abilities Test (nominated) GT	3-11
1-10	TPRI + writing sample	K
1-10	TPRI	1-2
1	Algebra I EOC	9-12
2	Biology EOC	9-12
3	Us History EOC	9-12
4	SAT I/II	High School Eligible
6-7	English II EOC	9-12
5-16	Math Interims	K-8
11	ACT	High School Eligible
13-16	Geometry Interims	8-12
13-16	Science Interims (YL)	6-8
13-16	Biology, Chemistry, Physics, IPC Interims (YL)	9-12
15-16	Science Interims (AB)	6-8



15-16	Biology, Chemistry, Physics, IPC Interims (AB)	9-12
<b>January 2000</b>		
<b>Date</b>	<b>Test</b>	<b>Grade Level</b>
10-13	Raven (nominated GT)	1-2
17-20	Student Prompts by Subject Area (GT)	5-11
18-21	Aprenda (nominated bilingual GT & Two Way @ Bonham, Herff, Storm, Ball Brewer)	K-4
18-21	Algebra I Interims	
22	SAT I/II	High School Eligible
24-31	ITBS (nominated GT)	1-3
31	TAAS Field Test (Composition Prompts)	4,8,10
31	Oral Language Proficiency Test (until finished)	K-12
<b>February</b>		
<b>Date*</b>	<b>Test</b>	<b>Grade Level</b>
1-11	TAAS Field Test (Composition Prompts)	4,8,10
3-4	Science Interims (AB)	6-8
3-4	Biology, Chemistry, Physics, IPC Interims (AB)	9-12
12	ACT	High School Eligible
22	Written Composition	1-8
22	TAAS Writing	4,8,10-12
23	TAAS Math Exit	10-12
24	TAAS Reading Exit	10-12
28-29	Math Interims	6-8
28-29	Geometry Interims	8-12
<b>March</b>		

<b>Date</b>	<b>Test</b>	<b>Grade Level</b>
1-9	Math Interims	6-8
1-9	Geometry Interims	8-12
2-8	Previously Attempted Course Exams (PACE)	9-12
2-8	Credit By Examination	K-12
4	TASP	High School Eligible
6-9	Science Interims (YL)	6-8
6-9	Chemistry, Physics, IPC Interims (YL)	9-12
8-9	Biology, Chemistry, Physics, IPC Interims (AB)	9-12
8-9	Science Interims (AB)	6-8
15-23	Biology Interims (YL)	9-12
28	RPTE (LEP)	3-12
<b>April</b>		
<b>Date</b>	<b>Test</b>	<b>Grade Level</b>
1	ACT	High School Eligible
8	SAT I	High School Eligible
10-20	English II EOC Field Testing	Selected Eng. II Classes
11	TAAS Math	3-8
12	TAAS Reading	3-8
13	TAAS Social Studies	8
14	TAAS Science	8
17-18	Science Interims (AB)	6-8
17-18	Biology, Chemistry, Physics, IPC Interims (AB)	9-12
24-28	Alternative Assessment for Special Ed Exemptions	3-8

25-27	Interims Algebra I	8-12
29	TASP	High School Eligible
<b>May</b>		
<b>Date*</b>	<b>Test</b>	<b>Grade Level</b>
May 1 until complete	Pre-IPT Oral Proficiency Test	PK LEP
1-10	TPRI + writing sample	All Kinder
1-10	TPRI	1-2
1-24	Math Interims	K-2
1-5	ITBS/Aprenda Two Way @ Bonham, Herff Storm, Ball, Brewer	K-4
2	EXIT TAAS Writing	Eligible Seniors
3	EXIT TAAS Math	Eligible Senior
4	EXIT TAAS Reading	Eligible Seniors
6	SAT I/II	Eligible High School
8-12	SAT (RAND 21 schools, 59 classrooms)	
8-19	AP EXAMS	Eligible High School
9	Algebra I EOC	7-12
10	Biology EOC	7-12
11	US History EOC	9-12
11-17	Reading Level	1-8
11-17	Sentence Dictation	1-8
12&15	English II EOC	9-12
15	Reading Recovery	K-2
15-24	Math Interims	6-8
15-24	Geometry Interims	8-12

15-23	Science Interims (YL)	6-8
15-23	Chemistry, Physics, IPC Interims (YL)	9-12
23-24	Science Interims (AB)	6-8
23-24	Chemistry, Physics, IPC Interims (AB)	9-12
<b>June</b>		
<b>Date</b>	<b>Test</b>	<b>Grade Level</b>
3	SAT I/II	High School Eligible
10	ACT	High School Eligible
17	TASP	High School Eligible
<b>July</b>		
<b>Date</b>	<b>Test</b>	<b>Grade Level</b>
Last day Sum School	EOC Algebra I	9-12
Last day Sum School	EOC Biology	9-12
Last Day Sum School	EOC U.S. History	9-12
Last Day Sum School	EOC English II	9-12
11	TAAS Writing (nonmasters EXIT)	10-12
12	TAAS Math (nonmasters EXIT)	10-12
13	TAAS Reading (nonmasters EXIT)	10-12
<p><i>*NAEP for 5 middle and 2 elementary MRSH  (AB) = Accelerated Block Course  (YL) = Year Long Course  Source: SAISD Curriculum and School Support Division, 1999</i></p>		

# Appendix H

## ACCOUNTING

### 1.0 ACCOUNTING

#### 1.1 Accounting

##### **Food service accounting**

Currently Contracted-Out: No

Contracted-Out in Past: No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Accounting, Bookkeeping Service

At Least Three Alternative Providers Identified: Yes

##### **General accounting**

Currently Contracted-Out: Yes

Contracted-Out in Past: Yes

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Accounting, Bookkeeping Service

At Least Three Alternative Providers Identified: Yes

##### **Grant accounting and reporting**

Currently Contracted-Out: Yes

Contracted-Out in Past: Yes

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Accounting, Bookkeeping Service

At Least Three Alternative Providers Identified: Yes

##### **Transportation accounting**

Currently Contracted-Out: No

Contracted-Out in Past: No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Accounting, Bookkeeping Service

At Least Three Alternative Providers Identified: Yes

#### 1.2 Accounts Payable

Currently Contracted-Out: Yes

Contracted-Out in Past: Yes

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Accounting, Banks, Bookkeeping Service

At Least Three Alternative Providers Identified: Yes

##### **Collection of delinquent property taxes**

Currently Contracted-Out: Yes

Contracted-Out in Past: Yes

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Collection Agencies, County Tax Collectors  
*At Least Three Alternative Providers Identified: Yes*  
**Deposit cash receipts in bank**  
*Currently Contracted-Out: Yes*  
*Contracted-Out in Past: No*  
*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*  
Accounting, Bookkeeping Service  
*At Least Three Alternative Providers Identified: Yes*  
**Travel reimbursement**  
*Currently Contracted-Out: No*  
*Contracted-Out in Past: No*  
*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*  
Accounting, Banks, Bookkeeping Service  
*At Least Three Alternative Providers Identified: Yes*

### 1.3 Payroll

*Currently Contracted-Out: Yes*  
*Contracted-Out in Past: Yes*  
*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*  
Accounting, Bookkeeping Service, Payroll Prep Serv  
*At Least Three Alternative Providers Identified: Yes*

## 2.0 BOARD GOVERNANCE

### 2.1 Board Policy Manual

**Policy manual development, update and automate**  
*Currently Contracted-Out: Yes*  
*Contracted-Out in Past: Yes*  
*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*  
None Identified  
*At Least Three Alternative Providers Identified: No*

### 2.2 Development of Board Minutes

**Disseminate minutes**  
*Currently Contracted-Out: No*  
*Contracted-Out in Past: No*  
*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*  
Reporter - Court & Convention, Meeting Facilitator  
*At Least Three Alternative Providers Identified: Yes*  
**Prepare minutes**  
*Currently Contracted-Out: No*  
*Contracted-Out in Past: No*  
*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*  
Reporter - Court & Convention, Meeting Facilitator  
*At Least Three Alternative Providers Identified: Yes*  
**Record minutes**  
*Currently Contracted-Out: No*

*Contracted-Out in Past:* No  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
Reporter - Court & Convention, Meeting Facilitator  
*At Least Three Alternative Providers Identified:* Yes  
***Transcribe minutes***  
*Currently Contracted-Out:* No  
*Contracted-Out in Past:* No  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
Reporter - Court & Convention, Meeting Facilitator  
*At Least Three Alternative Providers Identified:* Yes

## **2.3 Training for Board Members**

### ***Orientation training***

*Currently Contracted-Out:* No  
*Contracted-Out in Past:* No  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
None Identified  
*At Least Three Alternative Providers Identified:* No

### ***Role and responsibility training***

*Currently Contracted-Out:* Yes  
*Contracted-Out in Past:* Yes  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
None Identified  
*At Least Three Alternative Providers Identified:* No

### ***Team building training***

*Currently Contracted-Out:* No  
*Contracted-Out in Past:* Yes  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
Training - Program Designing & Development  
*At Least Three Alternative Providers Identified:* Yes

## **3.0 DISTRICT ORGANIZATION AND MANAGEMENT**

### **3.1 Accountability System**

#### ***Develop productivity/performance measurements***

*Currently Contracted-Out:* No  
*Contracted-Out in Past:* No  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
Management Consultants  
*At Least Three Alternative Providers Identified:* Yes

### 3.2 District-Wide and Campus Strategic Planning

#### ***Campus strategic planning***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

Management Consultants

*At Least Three Alternative Providers Identified:* Yes

#### ***District-wide strategic planning***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

Management Consultants

*At Least Three Alternative Providers Identified:* Yes

### 3.3 Principal Evaluation

#### ***Develop evaluation instrument and process***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

Management Consultants

*At Least Three Alternative Providers Identified:* Yes

#### ***Training for Site-Based Decision Making***

##### ***Training for site based decision making***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

None Identified

*At Least Three Alternative Providers Identified:* No

### 4.0 EDUCATION SERVICES DELIVERY

#### 4.1 Athletic Grounds Cleaning and Maintenance

##### ***Clean facilities***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

Property Management

*At Least Three Alternative Providers Identified:* Yes

##### ***Clean grounds***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

Property Management

*At Least Three Alternative Providers Identified:* Yes

##### ***Maintain facilities***

*Currently Contracted-Out:* No



*Contracted-Out in Past:* No  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
Property Management  
*At Least Three Alternative Providers Identified:* Yes  
**Maintain grounds**  
*Currently Contracted-Out:* No  
*Contracted-Out in Past:* No  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
Property Management  
*At Least Three Alternative Providers Identified:* Yes

## 4.2 Grants Development

**Grant development**  
*Currently Contracted-Out:* No  
*Contracted-Out in Past:* No  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
Educational Consulting, Educational Research  
*At Least Three Alternative Providers Identified:* Yes  
**Grant performance evaluation**  
*Currently Contracted-Out:* Yes  
*Contracted-Out in Past:* Yes  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
Management Consultants, Educational Consulting  
*At Least Three Alternative Providers Identified:* Yes

## 4.3 Services to Students and Schools

**Administrative assistants**  
*Currently Contracted-Out:* No  
*Contracted-Out in Past:* No  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
None Identified  
*At Least Three Alternative Providers Identified:* No  
**Instructional guides**  
*Currently Contracted-Out:* No  
*Contracted-Out in Past:* No  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
None Identified  
*At Least Three Alternative Providers Identified:* No  
**Other skilled areas**  
*Currently Contracted-Out:* Yes  
*Contracted-Out in Past:* Yes  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
None Identified  
*At Least Three Alternative Providers Identified:* No  
**Social workers**  
*Currently Contracted-Out:* No  
*Contracted-Out in Past:* No

*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
None Identified  
*At Least Three Alternative Providers Identified:* No

#### **4.4 Special Education Services**

##### ***Audiological assessments and equipment***

*Currently Contracted-Out:* Yes  
*Contracted-Out in Past:*No  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
Audiologist  
*At Least Three Alternative Providers Identified:* Yes

##### ***Career adaptation services***

*Currently Contracted-Out:* Yes  
*Contracted-Out in Past:*No  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
Career and Vocational Counseling  
*At Least Three Alternative Providers Identified:* Yes

##### ***Deaf interpretation***

*Currently Contracted-Out:* Yes  
*Contracted-Out in Past:*No  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
Audiologist, Translators & Interpreters  
*At Least Three Alternative Providers Identified:* Yes

##### ***Group counseling***

*Currently Contracted-Out:* Yes  
*Contracted-Out in Past:*No  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
Mental Health Services  
*At Least Three Alternative Providers Identified:* Yes

##### ***Homebound services***

*Currently Contracted-Out:* Yes  
*Contracted-Out in Past:*No  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
Home Health Services  
*At Least Three Alternative Providers Identified:* Yes

##### ***Independent student evaluation***

*Currently Contracted-Out:* Yes  
*Contracted-Out in Past:*No  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
Educational Consulting  
*At Least Three Alternative Providers Identified:* Yes

##### ***Orientation/mobility services***

*Currently Contracted-Out:* Yes  
*Contracted-Out in Past:*No  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
Home Health Services  
*At Least Three Alternative Providers Identified:* Yes

**Psychiatric services**

Currently Contracted-Out: Yes

Contracted-Out in Past: No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Psychiatrists

At Least Three Alternative Providers Identified: Yes

**Speech and physical therapy**

Currently Contracted-Out: Yes

Contracted-Out in Past: No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Speech & Language Pathologists, Physical Therapist

At Least Three Alternative Providers Identified: Yes

**5.0 FOOD SERVICE**

**5.1 Catering**

**Clean preparation and serving**

Currently Contracted-Out: No

Contracted-Out in Past: No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Food Service Management

At Least Three Alternative Providers Identified: Yes

**Food preparation**

Currently Contracted-Out: No

Contracted-Out in Past: No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Food Service Management

At Least Three Alternative Providers Identified: Yes

**Menu planning**

Currently Contracted-Out: Yes

Contracted-Out in Past: No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Food Service Management

At Least Three Alternative Providers Identified: Yes

**5.2 Equipment Repair and Maintenance**

**Equipment preventive maintenance**

Currently Contracted-Out: No

Contracted-Out in Past: No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Food Processing Equipment, Appliance

At Least Three Alternative Providers Identified: Yes

**Equipment repair**

Currently Contracted-Out: No

Contracted-Out in Past: No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Food Processing Equipment, Appliance

*At Least Three Alternative Providers Identified: Yes*

### **5.3 Food Service Warehouse**

#### ***Conducting warehouse inventory***

*Currently Contracted-Out: No*

*Contracted-Out in Past: No*

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

*Food Service Management*

*At Least Three Alternative Providers Identified: Yes*

#### ***Delivery of purchased food and commodities***

*Currently Contracted-Out: No*

*Contracted-Out in Past: No*

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

*Food Service Management*

*At Least Three Alternative Providers Identified: Yes*

#### ***Receiving food deliveries***

*Currently Contracted-Out: No*

*Contracted-Out in Past: No*

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

*Food Service Management*

*At Least Three Alternative Providers Identified: Yes*

#### ***Storage of purchased food and federal commodities***

*Currently Contracted-Out: No*

*Contracted-Out in Past: No*

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

*Food Service Management*

*At Least Three Alternative Providers Identified: Yes*

### **5.4 Meal preparation and service**

#### ***Clean food preparation and serving***

*Currently Contracted-Out: No*

*Contracted-Out in Past: No*

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

*Food Service Management*

*At Least Three Alternative Providers Identified: Yes*

#### ***Meal preparation***

*Currently Contracted-Out: No*

*Contracted-Out in Past: No*

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

*Food Service Management*

*At Least Three Alternative Providers Identified: Yes*

## 6.0 INFORMATION TECHNOLOGY

### 6.1 Hardware

#### **Hardware installation**

Currently Contracted-Out: Yes

Contracted-Out in Past:No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Computer Rooms - Installation & Equipment

At Least Three Alternative Providers Identified: Yes

#### **Hardware repair work order tracking**

Currently Contracted-Out: No

Contracted-Out in Past:No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

None Identified

At Least Three Alternative Providers Identified: No

#### **LAN/WAN maintenance**

Currently Contracted-Out: No

Contracted-Out in Past:No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Computer Equipment Service and Repair

At Least Three Alternative Providers Identified: Yes

#### **Maintenance of student records**

Currently Contracted-Out: No

Contracted-Out in Past:No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Data Processing

At Least Three Alternative Providers Identified: Yes

#### **PC, Mac, printer, server repair**

Currently Contracted-Out: Yes

Contracted-Out in Past:No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Computer Equipment Service and Repair

At Least Three Alternative Providers Identified: Yes

### 6.2 Management/Operations

#### **Develop specifications**

Currently Contracted-Out: No

Contracted-Out in Past:No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Computer Equipment Service and Repair

At Least Three Alternative Providers Identified: Yes

#### **Develop/maintain policies/procedures**

Currently Contracted-Out: No

Contracted-Out in Past:No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

None Identified

At Least Three Alternative Providers Identified: No

**Help desk/technical support**

Currently Contracted-Out: No

Contracted-Out in Past:No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Computer Equipment Service and Repair

At Least Three Alternative Providers Identified: Yes

**Instructional technology evaluation**

Currently Contracted-Out: No

Contracted-Out in Past:No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

None Identified

At Least Three Alternative Providers Identified: No

**Maintenance of other district records**

Currently Contracted-Out: No

Contracted-Out in Past:No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Data Processing

At Least Three Alternative Providers Identified: Yes

**Management of the IT function**

Currently Contracted-Out: No

Contracted-Out in Past:No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

None Identified

At Least Three Alternative Providers Identified: No

**Project management**

Currently Contracted-Out: Yes

Contracted-Out in Past:No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Management Consulting

At Least Three Alternative Providers Identified: Yes

**Recruitment of IT staff**

Currently Contracted-Out: No

Contracted-Out in Past:No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Employment Agency

At Least Three Alternative Providers Identified: Yes

**Technology grant writing**

Currently Contracted-Out: No

Contracted-Out in Past:No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Educational Consulting, Educational Research

At Least Three Alternative Providers Identified: Yes

**Technology planning**

Currently Contracted-Out: No

Contracted-Out in Past:Yes

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):

Management Consulting

At Least Three Alternative Providers Identified: Yes

***TIF/grants management***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*

Educational Consulting, Educational Research

*At Least Three Alternative Providers Identified:* Yes

**6.3 Software**

***Ad-hoc query/reporting***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*

None Identified

*At Least Three Alternative Providers Identified:* No

***Application development***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*

Computers-System Designers and Consultants

*At Least Three Alternative Providers Identified:* Yes

***Create user accounts***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*

Computer Equipment Service and Repair

*At Least Three Alternative Providers Identified:* Yes

***Maintain boundary information***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*

None Identified

*At Least Three Alternative Providers Identified:* No

***PEIMS reporting***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*

None Identified

*At Least Three Alternative Providers Identified:* No

***Print jobs***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*

Computer Equipment Service and Repair

*At Least Three Alternative Providers Identified:* Yes

***Software application maintenance***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*

Computer Equipment Service and Repair  
*At Least Three Alternative Providers Identified: Yes*  
**Software installation**  
Currently Contracted-Out: Yes  
Contracted-Out in Past:No  
*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*  
Computer Equipment Service and Repair  
*At Least Three Alternative Providers Identified: Yes*  
**Software product evaluation**  
Currently Contracted-Out: No  
Contracted-Out in Past:No  
*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*  
None Identified  
*At Least Three Alternative Providers Identified: No*  
**Web site maintenance**  
Currently Contracted-Out: Yes  
Contracted-Out in Past:No  
*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*  
Web site Development and Design  
*At Least Three Alternative Providers Identified: Yes*

#### **6.4 Technology Training**

**Administrative/financial systems training**  
Currently Contracted-Out: No  
Contracted-Out in Past:No  
*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*  
Computer Training, Computers Instruction  
*At Least Three Alternative Providers Identified: Yes*  
**Instructional technology training**  
Currently Contracted-Out: No  
Contracted-Out in Past:No  
*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*  
Computer Training, Computers Instruction  
*At Least Three Alternative Providers Identified: Yes*  
**Office productivity training**  
Currently Contracted-Out: No  
Contracted-Out in Past:No  
*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*  
Computer Training, Computers Instruction  
*At Least Three Alternative Providers Identified: Yes*

#### **7.0 FUNDS MANAGEMENT**

**Investment of district funds**  
Currently Contracted-Out: No  
Contracted-Out in Past:Yes  
*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*  
Investment Advisory Services



*At Least Three Alternative Providers Identified: Yes*

## **8.0 PARENT AND COMMUNITY NETWORK**

### **Public Relations**

#### ***No Component Activity Reported***

*Currently Contracted-Out: No*

*Contracted-Out in Past: No*

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

*None Identified*

*At Least Three Alternative Providers Identified: No*

## **9.0 PERSONNEL SERVICES**

### **Human Resources**

#### ***Hiring and employment***

*Currently Contracted-Out: No*

*Contracted-Out in Past: No*

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

*Employment Agencies*

*At Least Three Alternative Providers Identified: Yes*

#### ***Micro-filming of personnel records***

*Currently Contracted-Out: Yes*

*Contracted-Out in Past: Yes*

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

*Microfilming Service, Document Imaging*

*At Least Three Alternative Providers Identified: Yes*

#### ***Security check and records maintenance***

*Currently Contracted-Out: No*

*Contracted-Out in Past: No*

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

*None Identified*

*At Least Three Alternative Providers Identified: No*

#### ***Substitute system***

*Currently Contracted-Out: No*

*Contracted-Out in Past: No*

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

*None Identified*

*At Least Three Alternative Providers Identified: No*

## **10.0 PLANNING AND BUDGETING**

### **Budget**

#### ***Budget training***

*Currently Contracted-Out: No*

*Contracted-Out in Past: No*

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

*None Identified*

*At Least Three Alternative Providers Identified:* No  
**Develop and maintain policy manuals**  
*Currently Contracted-Out:* Yes  
*Contracted-Out in Past:*No  
*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*  
None Identified  
*At Least Three Alternative Providers Identified:* No  
**Enrollment forecasting**  
*Currently Contracted-Out:* No  
*Contracted-Out in Past:*No  
*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*  
Educational Consulting  
*At Least Three Alternative Providers Identified:* Yes  
**Revenue forecasting**  
*Currently Contracted-Out:* No  
*Contracted-Out in Past:*No  
*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*  
Accounting, Management Consulting  
*At Least Three Alternative Providers Identified:* Yes  
**Tax analysis**  
*Currently Contracted-Out:* Yes  
*Contracted-Out in Past:*Yes  
*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*  
Accountants  
*At Least Three Alternative Providers Identified:* Yes

## 11.0 POLICE DEPARTMENT\*

### 11.1 Patrol Services Around District

**No Component Activity Reported**  
*Currently Contracted-Out:* No  
*Contracted-Out in Past:*No  
*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*  
Security Guard and Patrol Service  
*At Least Three Alternative Providers Identified:* Yes

### 11.2 Campus Alarm Services

**No Component Activity Reported**  
*Currently Contracted-Out:* No  
*Contracted-Out in Past:*No  
*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*  
Security Control Equipment and Systems  
*At Least Three Alternative Providers Identified:* Yes

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\*Restricted to a police officer.

**11.3 Campus Police Services During Regular School Day**

***No Component Activity Reported***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

None Identified

*At Least Three Alternative Providers Identified:* No

**11.4 Campus Police Services for Events.**

***No Component Activity Reported***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

None Identified

*At Least Three Alternative Providers Identified:* No

**11.5 DARE Program**

***No Component Activity Reported***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

None Identified

*At Least Three Alternative Providers Identified:* No

**11.6 Gang Unit**

***No Component Activity Reported***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

None Identified

*At Least Three Alternative Providers Identified:* No

**11.7 Locksmiths**

***No Component Activity Reported***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

Locks and Locksmiths

*At Least Three Alternative Providers Identified:* Yes

**118 Maintenance & Repair Services for Police Vehicles**

***No Component Activity Reported***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

Automobile Repair and Services

*At Least Three Alternative Providers Identified:* Yes

**119 Police Dispatching**

***No Component Activity Reported***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

None Identified

*At Least Three Alternative Providers Identified:* No

**120 PURCHASING DEPT./WAREHOUSE**

**121 Conduct inservice training for purchasing**

***Purchasing procedures training***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

None Identified

*At Least Three Alternative Providers Identified:* No

**122 Deliver goods to schools and departments**

***Deliver requisitioned supplies to schools/depts***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

Delivery Services

*At Least Three Alternative Providers Identified:* Yes

**123 Deliver textbooks to and from schools**

***Perform accounting of district's textbooks***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

Accounting

*At Least Three Alternative Providers Identified:* Yes

***Respond to request to pick-up/deliver textbooks***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
Delivery Services  
*At Least Three Alternative Providers Identified: Yes*

**12.4 Perform an accounting of textbooks**

***Document and tag new textbooks received from TEA***  
*Currently Contracted-Out: No*  
*Contracted-Out in Past:No*  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
None Identified  
*At Least Three Alternative Providers Identified: No*

**12.5 Process purchase orders/requisitions from schools**

***Encumber funds for requested goods/services***  
*Currently Contracted-Out: No*  
*Contracted-Out in Past:No*  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
Accounting, Bookkeeping Services  
*At Least Three Alternative Providers Identified: Yes*  
***Receive requisitions/purchase orders from schools***  
*Currently Contracted-Out: No*  
*Contracted-Out in Past:No*  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
None Identified  
*At Least Three Alternative Providers Identified: No*  
***Submit purchase order to vendor***  
*Currently Contracted-Out: No*  
*Contracted-Out in Past:No*  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
Accounting, Bookkeeping Services  
*At Least Three Alternative Providers Identified: Yes*  
***Submit requisition for goods to warehouse staff***  
*Currently Contracted-Out: No*  
*Contracted-Out in Past:No*  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
Accounting, Bookkeeping Services  
*At Least Three Alternative Providers Identified: Yes*

**12.6 Process request for bids for goods & services**

***Notify vendor they have been selected***  
*Currently Contracted-Out: No*  
*Contracted-Out in Past:No*  
*Ameritech Yellow Pages Index (http://yp.ameritech.net/):*  
None Identified  
*At Least Three Alternative Providers Identified: No*

**Receive and evaluate vendors bids**

Currently Contracted-Out: No

Contracted-Out in Past:No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):  
None Identified

At Least Three Alternative Providers Identified: No

**Release request for bids**

Currently Contracted-Out: No

Contracted-Out in Past:No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):  
None Identified

At Least Three Alternative Providers Identified: No

**Review request for bids**

Currently Contracted-Out: No

Contracted-Out in Past:No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):  
None Identified

At Least Three Alternative Providers Identified: No

**Review selected vendor and submit to Board**

Currently Contracted-Out: No

Contracted-Out in Past:No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):  
None Identified

At Least Three Alternative Providers Identified: No

**12.7 Stock warehouse with common supplies**

**Evaluate current stock of warehouse**

Currently Contracted-Out: No

Contracted-Out in Past:No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):  
Office Supplies

At Least Three Alternative Providers Identified: Yes

**Inform schools/departments about warehouse stock**

Currently Contracted-Out: No

Contracted-Out in Past:No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):  
Office Supplies

At Least Three Alternative Providers Identified: Yes

**Replenish warehouse stock of common supplies**

Currently Contracted-Out: No

Contracted-Out in Past:No

Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):  
Office Supplies

At Least Three Alternative Providers Identified: Yes

**Verify receipt of supplies purchased for warehouse**

Currently Contracted-Out: No

Contracted-Out in Past:No

130 TRANSPORTATION

**Transportation services**

***Maintenance and repair (Police and other vehicles)***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

Automobile Repair and Services

*At Least Three Alternative Providers Identified:* Yes

***Transport students***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

Bus Lines, Transportation

*At Least Three Alternative Providers Identified:* Yes

***Transportation driver training***

*Currently Contracted-Out:* No

*Contracted-Out in Past:*No

*Ameritech Yellow Pages Index (<http://yp.ameritech.net/>):*

Transportation Consultants, Bus Lines

*At Least Three Alternative Providers Identified:* Yes