



# **San Antonio Independent School District**

## **A REVIEW OF THE STUDENT BEHAVIOR MANAGEMENT SYSTEM**

**Conducted by MGT of America, Inc.  
for the Legislative Budget Board**

**January 2011**



## LEGISLATIVE BUDGET BOARD

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January 20, 2011

Superintendent Robert J. Duron  
San Antonio Independent School District

Dear Superintendent Duron:

The attached report reviews the management and performance of the San Antonio Independent School District's (San Antonio ISD) student behavior management system.

The report's recommendations will help San Antonio ISD improve its overall performance as it manages student behavioral related issues. The report also highlights model practices and programs being implemented in San Antonio ISD to manage student behavior.

The Legislative Budget Board engaged MGT of America, Inc. to conduct and produce this review, with LBB staff working in a contract oversight role.

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

Respectfully submitted,

A handwritten signature in black ink, appearing to read "John O'Brien".

John O'Brien  
Director  
Legislative Budget Board

cc:

James Howard  
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# SAN ANTONIO INDEPENDENT SCHOOL DISTRICT

## A REVIEW OF THE STUDENT BEHAVIOR MANAGEMENT SYSTEM

San Antonio Independent School District (San Antonio ISD) is the 13th largest of the 1,057 school districts in Texas. San Antonio ISD's student enrollment was 54,410 students in school year 2008–09. The district is one of 15 districts in south central Texas located in Bexar County.

San Antonio ISD's students attend:

- Eight traditional high schools, grades 9–12;
- Two specialized college preparatory schools;
- 14 middle schools, grades 6–8 including four internal charter academies;
- 52 elementary schools, grades pre-k–5, including three internal charter academies;
- Nine pre-kindergarten to grade 6 or 8 academies, including five internal charters;
- Four non-traditional schools; and
- 13 secondary schools hosting magnet programs.

**Exhibit 1** compares San Antonio ISD's student enrollment to the state. San Antonio's population is primarily Hispanic (89 percent), while the statewide Hispanic student population

is 48 percent. Almost 8 percent of students within the district are African American, which is lower than the statewide African American population of 14 percent.

Of the 54,410 students in the district, 49,113 (more than 86 percent) are classified as economically disadvantaged, significantly higher than the statewide rate of nearly 57 percent. The percentage of San Antonio ISD students classified as Limited English Proficient (LEP) is 17.5 percent, which is slightly higher than the state rate of 17 percent. Almost 67 percent of the district's students have been identified as at-risk, compared to the statewide level of 48 percent. San Antonio ISD's disciplinary placements (2 percent of total enrollment) are comparable to statewide at 2 percent (see **Exhibit 1**).

In school year 2008–09, San Antonio ISD total staff size was 7,338 which included: 3,321 teachers, 172 campus administrators, 772 professional support staff, 65 central administrators, 856 educational aides, and 2,151 auxiliary staff.

For fiscal year 2008–09, San Antonio ISD's general fund expenditures were \$365 million, a decrease of \$49 million from the prior year. Expenditures from all funds were

### EXHIBIT 1 SAN ANTONIO ISD STUDENT INFORMATION COMPARED TO STATEWIDE TOTALS SCHOOL YEAR 2008–09

	SAN ANTONIO ISD		STATE	
	COUNT	%	COUNT	%
<b>Total Students</b>	54,410	N/A	4,728,204	N/A
<b>African American</b>	4,117	7.6%	669,371	14.2%
<b>Hispanic</b>	48,582	89.3%	2,264,367	47.9%
<b>White</b>	1,517	2.8%	1,608,515	34.0%
<b>Native American</b>	61	0.1%	16,649	0.4%
<b>Asian/Pacific Islander</b>	133	0.2%	169,302	3.6%
<b>Economically Disadvantaged</b>	49,113	90.3%	2,681,474	56.7%
<b>Limited English Proficient</b>	9,538	17.5%	799,801	16.9%
<b>Disciplinary Placements (2007–08)</b>	1,297	2.1%	103,727	2.1%
<b>At-Risk</b>	36,386	66.9%	2,285,954	48.3%

NOTE: The enrollment numbers cited in this exhibit may differ from those cited in subsequent exhibits due to the differing collection and reporting process of the Texas Education Agency.

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

\$476 million, a decrease of almost 16 percent from the prior year. The majority of San Antonio ISD’s funding (55 percent) comes from state sources, 28 percent from local and intermediate sources, and 17 percent from federal sources.

**Exhibit 2** shows the San Antonio ISD’s organization and administration. The San Antonio ISD Board of Trustees has oversight of the district and the superintendent manages and serves as chief executive officer of the district. The superintendent’s cabinet includes the deputy superintendent of teaching and learning, the associate superintendent of human resources, the associate superintendent of facilities services, and the associate superintendent of financial services, business operations, and food services. The district is divided geographically by feeder schools with three area executive directors managing the individual areas.

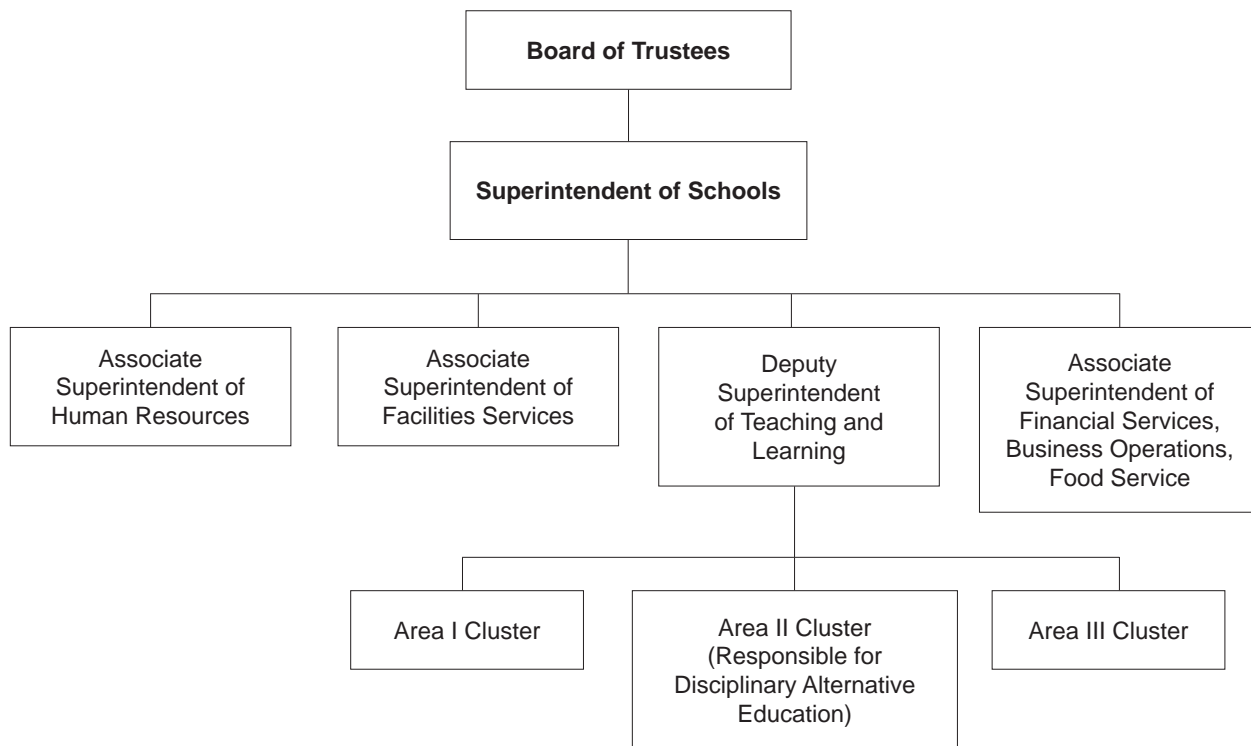
The executive director of secondary initiatives (Area II Cluster) is responsible for disciplinary alternative education programs in San Antonio ISD and reports to the deputy superintendent of teaching and learning. Interviews with the executive director and a review of the job description reveal that this position manages all operations that support high

school completion for all district high schools, magnet programs, and internal charter schools. His responsibilities include oversight of on-campus intervention programs and disciplinary alternative education programs. The executive director also serves as the district liaison to the Bexar County Juvenile Justice Academy (BCJJA) and the Bexar County Juvenile Detention Center (BCJDC).

Although the executive director is responsible for the planning, implementation, and supervision of on-campus intervention and disciplinary alternative education programs, direct campus supervision falls under a principal and/or designee.

Disciplinary alternative education for Texas students can be implemented at the district or county level depending on the location of the school district. Because San Antonio ISD is located in Bexar County, the district’s students may be assigned to the county’s Juvenile Justice Alternative Education Program (JJAEP) as required by the state or placed in the pre or post adjudication programs operated by the county. This report is organized based on these two divisions. The report provides a summary and description of accomplishments,

**EXHIBIT 2  
SAN ANTONIO ISD ORGANIZATION**



SOURCE: San Antonio ISD.

findings, and recommendations for San Antonio ISD based on document reviews, interviews, focus groups, and site observations during the visit to the district, and an overview of the Bexar County operated alternative education services.

District practices are compared to the National Alternative Education Association (NAEA) Exemplary Practices and Quality Indicators of Alternative Education. NAEA states that alternative education programs not observing best practices may, in effect, operate as “dumping grounds” for students with behavior problems or who are perceived as difficult to educate. Students are typically transferred into such schools involuntarily (perhaps as a “last chance”) before expulsion. The implementation of a design must reflect a genuine effort to keep students in school and to educate them in ways that are consistent with statewide academic standards.

## ACCOMPLISHMENTS

- **San Antonio ISD has developed behavior management models that are aligned in philosophy and practice creating consistency in program implementation.** The behavior management models for both in-school suspension (ISS) and the disciplinary alternative education program (DAEP) are closely aligned and research based. The philosophy of changing behavior and improving student performance is evident in the strategies outlined in both models. The programs are focused on behavior first and then education and community service.
- **San Antonio ISD’s executive leadership participated in the development and implementation of the ISS and DAEP models which has contributed to districtwide acceptance and success of the programs.** During the onsite review, it was evident that the superintendent led the development of the ISS and DAEP models. The superintendent was instrumental in obtaining the resources for the development of the models, developing the models, ensuring implementation of the models, and supporting the models after implementation. This leadership has contributed to the success of this district initiative.
- **The district’s DAEP facilities reflect the district’s high regard for the program.** A review of both the elementary and secondary DAEP facilities provides evidence of the district’s high regard for the discipline alternative education program and the students

who are assigned to the programs. Both facilities are appropriate to the instructional designs, attractive, and well-maintained. The National Association of State Boards of Education 1996 report noted that regardless “of the location, successful [alternative programs] provide healthy physical environments that foster education, emotional well-being, a sense of pride, and safety.”

## FINDINGS

- **There is a lack of articulated purpose/philosophy for the behavior management program.**
- **There is a lack of instructional alignment between regular education and alternative education programs.**
- **There is a lack of a consistent transition process to and from regular education and the secondary DAEP (Estrada Achievement Center).**
- **There is no formal evaluation of the components of the San Antonio ISD discipline (behavior) management system.**

## RECOMMENDATIONS

- **Recommendation 1: Develop a districtwide philosophy and purpose for discipline management programs, and review and align all programs with that philosophy and purpose.** The district has developed its models for ISS and DAEP around an unwritten systemic discipline philosophy of keeping students in the regular classroom to ensure regular instruction, a focus on changing behaviors, and a systemic instructional alignment in the regular education and alternative education programs. While the unwritten philosophy is sound and clear to the developers of the models, it is not uniformly known to all stakeholders in the district. San Antonio ISD should identify a group of representative stakeholders to develop a single clearly articulated purpose with associated goals and expectations for the district alternative programs and share those with students, parents/guardians, program staff, and the community.
- **Recommendation 2: Create a district level professional learning community to study and make recommendations for aligning the alternative education programs (other campus intervention/DAEP curriculum) with the district curriculum.**

San Antonio ISD should create a district-level professional learning community (PLC) composed of alternative education program staff and administrators and district-level curriculum specialists to study the curriculum gap and recommend solutions. While San Antonio ISD has a district scope of sequence for each nine week period that is aligned with the Texas Assessment of Knowledge and Skills (TAKS) and is available to teachers via the Intranet, that scope and sequence is not used consistently for alternative education students. In the on-campus intervention (OCI) classrooms, teachers must rely upon the classroom teacher to send student assignments to the OCI classroom. In the DAEP classroom, teachers have access to the Intranet for lesson planning; however, very often their students are below grade level or content level and are unable to complete the assignments recommended in the scope and sequence.

- Recommendation 3: Create a Student Support Team (SST) with representatives from each campus, the secondary DAEP, and the student's parent/guardian to be directly involved in all aspects of the transitional process, including planning for instruction, counseling, and the transition back to the student's home campus.** While there are multiple academic and behavioral opportunities for students during their placement at Estrada Achievement Center, there is no formal collaborative interaction between the student's current teachers/counselors and the Estrada staff. This could be achieved using a collaborative SST. The campus staff assigned to the SST should include a vice principal, counselor, teacher, the student's Estrada team coach, and an appropriate counselor to ensure that the student is provided the academic/behavior interventions that are most suited to the student's needs. The SST should convene as soon as possible after deciding to assign a student to the Estrada Achievement Center to review the student's academic and behavioral history and collaboratively determine appropriate academic and behavioral interventions.
- Recommendation 4: Create a comprehensive evaluation design to measure the effectiveness of the three internal discipline management components and the effectiveness and efficiency of the relationship with the BCJJA.** San Antonio ISD has not implemented a formal evaluation process

for the discipline management system. Without an evaluation process the district is not able to assess the effectiveness of their programs. While the district has made great efforts in implementing new programs there are still challenges that should be addressed as identified by focus group of administrators, counselors, and teachers. National Governors Association (NGA) Center for Best Practices (2001) reports that two best practices of effective alternative programs include collecting and evaluating data and developing data-driven accountability measures. Given the implementation of an evaluation system, San Antonio ISD will continue to build on the accomplishments that have already been achieved.

### **DISTRICT STUDENT BEHAVIOR MANAGEMENT INITIATIVES**

In 2008, the superintendent identified the need to develop a new behavior management model. The new model focused on keeping students in school and engaged in academics, as well as modifying students' behavior. This new initiative was a result of a data analysis that showed the excessive amount of time students were out of school and not receiving direct instruction due to disciplinary actions. A committee comprised of the superintendent, a group of secondary principals, and a district-contracted behavior management consultant were tasked with developing the new model. The committee focused on developing a model to address student negative behaviors and the root causes as opposed to using punitive consequences. As a result, the district created an in-school suspension (ISS) model that focused on changing student behavior and academics. The model was implemented in school year 2008–09.

In addition to a new ISS model, the district implemented other programs to address student behavior. One initiative, the Positive Behavior Support (PBS) system, is designed to help students understand campus expectations and to ensure a safe and secure learning environment. The PBS system establishes rules, routines, and procedures for all students. The district has implemented the system in the elementary schools and at one high school, with full implementation at all campuses expected in school year 2010–11. The implementation schedule for the program focuses on student behavior in school common areas during the first year, student behavior in the classroom the second year, and parental relationships in the third year.



The review team learned through focus groups with principals, assistant principals, teachers, and counselors that in addition to districtwide initiatives, individual campuses have some discretion in developing their own approaches to improve academic service delivery to students with behavioral issues. These efforts are designed to meet the needs of the students and staff at the campus level and include efforts such as: training for teachers, assistant principals, and counselors; policy-setting by principals to better define student actions requiring intervention; and individual coaching for teachers who need help with classroom management.

**Exhibit 3** shows San Antonio ISD's student incident counts for school year 2008–09. This exhibit is divided between actions leading to ISS, OSS, and DAEP assignments for students and reports the number of students and the number of actions for each. The majority of San Antonio ISD students assigned to ISS and OSS are due to violations of the district's local code of conduct, which includes actions such as dress or uniform violations, using inappropriate language, and being disruptive in class. In school year 2008–09, for violation of local code of conduct 4,772 students were assigned to ISS for 8,702 actions. During the same year for

the same violation, 3,122 students were assigned to OSS for 5,849 actions.

The second highest discipline reason was fighting or mutual combat. In school year 2008–09, 716 students were assigned to ISS for 805 actions. More serious incidents of fighting or mutual combat resulted in 1,370 students being assigned to OSS for 1,645 actions. There were a combined total of 814 students assigned to OSS and DAEP for controlled substances or drug violations.

**Exhibits 4 and 5** show San Antonio ISD discipline actions that resulted in ISS, OSS, DAEP, JJAEP assignments, and expulsions for school years 2007–08 and 2008–09, respectively. The data are grouped by student ethnicity and gender, as well as student designation, such as special education, economically disadvantaged, and at-risk. Special education students are those identified as having a disability or special need as defined by federal law and are therefore eligible to receive special education services. Economically disadvantaged students are those identified as eligible for free or reduced-price meals or for other public assistance. An at-risk student is identified as being at-risk of dropping out of school based on state-defined criteria. Some of the at-risk criteria include students who:

**EXHIBIT 3**  
**SAN ANTONIO ISD**  
**COUNTS OF STUDENTS AND ACTIONS BY DISCIPLINE ACTION GROUPS AND REASONS**  
**SCHOOL YEAR 2008–09**

Discipline Reason	ISS		OSS		DAEP	
	Students	Actions	Students	Actions	Students	Actions
<b>01- Permanent by Teacher</b>	16	17	54	62	57	57
<b>02- Conduct Punishable as a Felony</b>	22	22	62	65	82	85
<b>04- Controlled Substances / Drugs</b>	121	127	357	396	457	499
<b>08- Retaliation Against District Employee</b>	17	17	31	35	43	43
<b>21-Violated Local Code Of Conduct</b>	4,772	8,702	3,122	5,849	66	68
<b>27- Assault – District Employee</b>	28	30	60	67	60	64
<b>28- Assault – Non-District Employee</b>	55	55	155	165	176	182
<b>33- Tobacco</b>	27	28	34	35	0	0
<b>34- School-Related Gang Violence</b>	7	10	28	35	10	11
<b>41- Fighting / Mutual Combat</b>	716	805	1,370	1,645	*	*
<b>50- Non-Illegal Knife</b>	6	6	28	30	11	11

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

NOTE: A single student can have multiple records if removed from the classroom more than once and a single incident can result in multiple actions.

SOURCE: Texas Education Agency, PEIMS.



**EXHIBIT 4  
SAN ANTONIO ISD  
COUNTS OF STUDENTS AND DISCIPLINE ACTIONS BY STUDENT GROUPS  
SCHOOL YEAR 2007–08**

STUDENT GROUP	ALL STUDENTS	AFRICAN AMERICAN	ASIAN	HISPANIC	NATIVE AMERICAN	WHITE	FEMALE	MALE	SPECIAL ED	ECO DIS	AT-RISK
<b>Total Students</b>	62,376	5,207	162	54,801	75	2,131	30,250	32,126	8,273	52,330	40,868
<b>ISS Actions</b>	18,747	2,856	15	15,663	30	453	6,674	12,073	4,153	16,860	15,442
<b>ISS Students</b>	7,189	842	7	6,142	8	190	2,767	4,422	1,444	6,316	5,633
<b>ISS Percent</b>	11.5%	16.2%	4.3%	11.2%	10.7%	8.9%	9.2%	13.8%	17.5%	12.1%	13.8%
<b>OSS Actions</b>	10,536	1,382	*	8,919	*	220	3,199	7,337	2,970	9,508	8,541
<b>OSS Students</b>	5,485	661	*	4,683	*	132	1,782	3,703	1,370	4,858	4,278
<b>OSS Percent</b>	8.8%	12.7%	*	8.6%	*	6.2%	5.9%	11.5%	16.6%	9.3%	10.5%
<b>DAEP Actions</b>	1,418	149	0	1,239	0	30	352	1,066	343	1,229	1,231
<b>DAEP Students</b>	1,271	134	0	1,109	0	28	324	947	314	1,091	1,092
<b>DAEP Percent</b>	2%	2.6%	0%	2%	0%	1.3%	1.1%	2.9%	3.8%	2.1%	2.7%
<b>JJAEP Actions</b>	71	11	0	60	0	0	15	56	11	64	67
<b>JJAEP Students</b>	68	10	0	58	0	0	14	54	11	61	64
<b>JJAEP Percent</b>	0.1%	0.2%	0%	0.1%	0	0	0.1%	0.2%	0.1%	0.1%	0.2%
<b>Expulsion Actions</b>	*	0	0	*	0	0	0	*	0	*	*
<b>Expulsion Students</b>	*	0	0	*	0	0	0	*	0	*	*
<b>Expulsion Percent</b>	*	0%	0%	*	0%	0%	0%	*	0%	*	*

\*Numbers less than five have not been cited due to the FERPA 34CFR Part 99.1 and Texas Education Agency procedure OP 10-03.  
NOTE: A single student can have multiple records if removed from the classroom more than once and a single incident can result in multiple actions.  
SOURCE: Texas Education Agency, PEIMS.

- did not advance from one grade to the next for one or more years;
- have not performed satisfactorily on assessment tests;
- are pregnant or are parents;
- have been placed in an alternative education setting during the preceding or current year;
- have been expelled from school;

- are on parole, probation, deferred prosecution, or other conditional release;
- have previously dropped out of school;
- are students with limited English Proficient; or
- are homeless.

From school year 2007–08 to 2008–09, San Antonio ISD’s discipline actions and the number of students committing those actions decreased. For example, ISS actions decreased among all students by 26 percent. OSS actions also decreased

**EXHIBIT 5  
SAN ANTONIO ISD  
COUNTS OF STUDENTS AND DISCIPLINE ACTIONS BY STUDENT GROUPS  
SCHOOL YEAR 2008–09**

STUDENT GROUP	ALL STUDENTS	AFRICAN AMERICAN	ASIAN	HISPANIC	NATIVE AMERICAN	WHITE	FEMALE	MALE	SPECIAL ED	ECO DIS	AT RISK
<b>Number of Students</b>	61,836	4,943	163	54,616	76	2,038	30,096	31,740	7,764	53,117	39,727
<b>ISS Actions</b>	9,834	678	*	8,964	*	169	3,378	6,456	2,099	8,791	8,180
<b>ISS Students</b>	5,326	384	*	4,821	*	110	1,949	3,377	1,049	4,706	4,261
<b>ISS Percent</b>	8.6%	7.7%	*	8.8%	*	5.4%	6.5%	10.6%	13.5%	8.9%	10.7%
<b>OSS Actions</b>	8,434	1,036	*	7,249	*	139	2,323	6,111	2,386	7,601	6,997
<b>OSS Students</b>	4,357	536	*	3,729	*	85	1,342	3,015	1,055	3,895	3,473
<b>OSS Percent</b>	7.1%	10.8%	*	6.8%	*	4.2%	4.5%	9.5%	13.6%	7.3%	8.7%
<b>DAEP Actions</b>	1,059	112	0	930	*	*	240	819	246	923	942
<b>DAEP Students</b>	934	102	0	815	*	*	219	715	213	811	825
<b>DAEP Percent</b>	1.5%	2.1%	0%	1.5%	*	*	0.7%	2.3%	2.7%	1.5%	2.1%
<b>JJAEP Actions</b>	39	*	0	31	0	*	*	*	7	35	38
<b>JJAEP Students</b>	37	*	0	30	0	*	*	*	7	33	36
<b>JJAEP Percent</b>	0.1%	*	0%	0.1%	0%	*	*	*	0.1%	0.1%	0.1%
<b>Expulsion Actions</b>	*	0	0	*	0	0	0	*	0	*	*
<b>Expulsion Students</b>	*	0	0	*	0	0	0	*	0	*	*
<b>Expulsion Percent</b>	*	0%	0%	*	0%	0%	0%	*	0%	*	*

\*Numbers less than five have not been cited due to the FERPA 34CFR Part 99.1 and Texas Education Agency procedure OP 10-03.

NOTE: A single student can have multiple records if removed from the classroom more than once and a single incident can result in multiple actions.

SOURCE: Texas Education Agency, PEIMS.

from school year 2007–08 to 2008–09 by 2,102 actions, while the number of students involved in committing these incidents decreased by almost 21 percent. Similarly to ISS and OSS, DAEP and JJAEP placements also declined. The decreases in the discipline actions and placement may be attributed to the district's behavior initiatives that were implemented in school year 2008–09.

Special education students have a higher percentage of ISS and OSS placements than the other groups. In 2007–08, 11.5 percent of students were issued ISS and 8.8 percent

received OSS. However, 17 percent of the district's special education students were placed in ISS and 16.6 percent were placed in OSS. This trend continued for school year 2008–09 in that 13.5 percent of special education students were placed in ISS while only 8.6 percent of all students were placed in ISS. In school year 2008–09, 13.9 percent of special education students were placed in OSS while 7 percent of all students were placed in OSS.

In school year 2007–08, DAEP and JJAEP placements for special education students decreased by 3.8 percent and

0.1 percent, respectively. This decrease in special education student placements could be attributed to federal requirements that special education students receive a manifestation determination review prior to transitioning into an alternative educational setting. The manifestation determination review decides whether special education students' actions or behaviors are related to their disability or special need. If actions are deemed related to a disability, special education students cannot be placed in a DAEP or JJAEP program.

These data also show that African American students are being assigned to ISS and OSS at greater levels than other groups. For instance, in school year 2007–08, 11.5 percent of all students were assigned to ISS and 8.8 percent of all students were assigned to OSS while 16.2 percent of African American students were assigned to ISS and 12.7 percent to OSS. In school year 2008–09, there was a drop in African American student assignments to ISS of 7.7 percent with slightly higher assignments for all students at 8.6 percent. The trend for higher percentages of African American students compared to all students continued in OSS with all students assigned at 7.1 percent and African American student assignments at 10.8 percent.

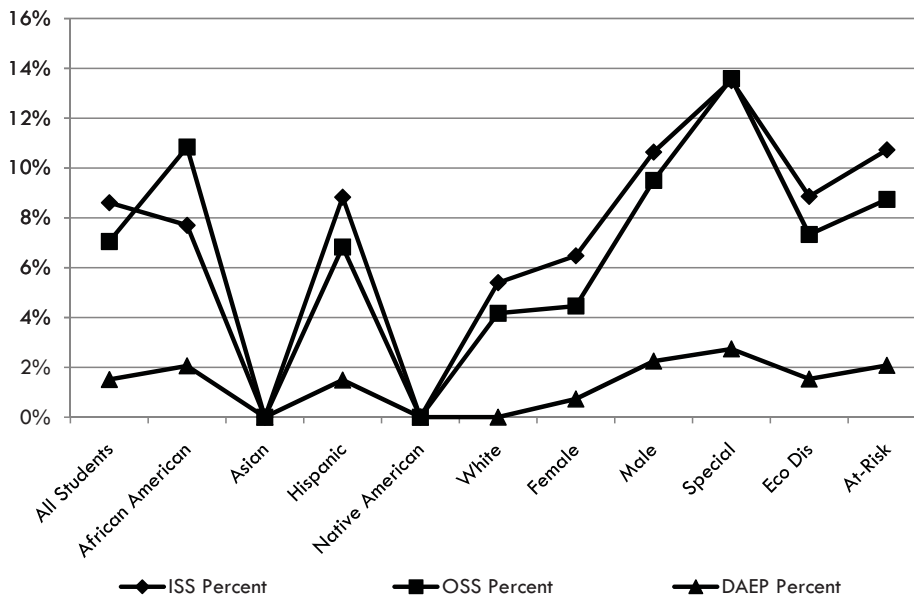
**Exhibit 6** provides a graphical presentation of the percent of students assigned to ISS, OSS, and DAEP for the district for school year 2008–09. This graph shows that the percent of Hispanic, African American, and special education students is comparatively higher than other student categories for ISS and OSS placements. This same trend is true for DAEP placements as well, but at lower rates than for other placements.

**OUT-OF-SCHOOL SUSPENSION**

Similar to other Texas school districts, San Antonio ISD has a long history of using out-of-school suspension (OSS) as a discipline management option. Campus administrators can suspend students for up to three days for engaging in serious or major offenses as described in the San Antonio ISD Student Code of Conduct or pending a DAEP placement or expulsion.

When a charge of misconduct is made, a principal or designee conducts an informal conference with the student, notifies the student of the conduct with which he or she is charged, and gives the student an opportunity to explain his or her version of the incident. During this conference, the administrator takes into consideration whether the offense is

**EXHIBIT 6  
SAN ANTONIO ISD  
PERCENT OF STUDENTS AND DISCIPLINE GROUPS  
SCHOOL YEAR 2008–09**



SOURCE: Texas Education Agency, PEIMS.

a result of self-defense, if there was intent or lack of intent at the time the student committed the act or engaged in the behavior, and the student's prior disciplinary history. If the administrator determines the student's disciplinary consequence to be OSS, the student's parents are notified and advised that it is their responsibility to provide adequate supervision while the student is suspended. While on suspension, students are not allowed on any district campus or at any school-related activities.

Days of suspension are counted as unexcused absences, and suspended students are allowed 48 hours to submit assignments and receive grades for missed assignments. San Antonio ISD's teachers and administrators informed the review team that the lack of instruction during the suspension, combined with the fact that students rarely submit their assignments for the suspended period, has negative effects on student learning and grades. Teachers also said that they often were not notified that a student had been assigned OSS or the date that the student is expected to return to the regular classroom.

**Exhibit 7** shows a comparison of San Antonio ISD's OSS data for school year 2007–08 and 2008–09. The exhibit shows the decrease in OSS actions and the number of OSS students involved in committing offenses. This decline, in part, is explained by a reduction in total student enrollment from school year 2007–08 to 2008–09 (1.59 percent). However, the decrease in students being assigned to OSS and the number of OSS actions taken are greater than the percentage of the enrollment decline. The number of students involved in committing offenses that led to OSS declined, ranging from 18.6 percent to 35.6 percent. These declines are attributed to the district's expectations to better manage student behavior.

Despite these reductions, African American and special education student groups appear to be over-represented. In school year 2007–08, while 7.1 percent of all students in San Antonio ISD were given OSS, 10.8 percent of African American students and 13.6 percent of special education students were given OSS.

**Exhibit 8** shows disciplinary data by student group on a statewide basis for school years 2007–08 and 2008–09.

**EXHIBIT 7**  
**SAN ANTONIO ISD**  
**OUT-OF-SCHOOL SUSPENSION COUNTS OF STUDENTS AND DISCIPLINE ACTIONS BY STUDENT GROUPS**  
**SCHOOL YEARS 2007–08 AND 2008–09**

STUDENT GROUP	2007–08				2008–09				% CHANGE FROM PRIOR YEAR	
	TOTAL STUDENTS	OSS ACTIONS	OSS STUDENTS	OSS %	TOTAL STUDENTS	OSS ACTIONS	OSS STUDENTS	OSS %	OSS ACTIONS	OSS STUDENTS
<b>All Students</b>	62,376	10,536	5,485	8.8%	61,386	8,434	4,357	7.1%	-19.9%	-20.6%
<b>African American</b>	5,207	1,382	661	12.7%	4,943	1,036	536	10.8%	-25%	-18.9%
<b>Asian</b>	162	*	*	*	163	*	*	*	*	*
<b>Hispanic</b>	54,801	8,919	4,683	8.6%	54,616	7,249	3,729	6.8%	-18.7%	-20.4%
<b>Native American</b>	75	*	*	*	76	*	*	*	*	*
<b>White</b>	2,131	220	132	6.2%	2,038	139	85	4.2%	-36.8%	-35.6%
<b>Female</b>	30,250	3,199	1,782	5.9%	30,096	2,323	1,342	4.5%	-27.4%	-24.7%
<b>Male</b>	32,126	7,337	3,703	11.5%	31,740	6,111	3,015	9.5%	-16.7%	-18.6%
<b>Special Education</b>	8,273	2,970	1,370	16.6%	7,764	2,386	1,055	13.6%	-19.7%	-23%
<b>Eco Dis</b>	52,330	9,508	4,858	9.3%	53,117	7,601	3,895	7.3%	-20.1%	-19.8%
<b>At-Risk</b>	40,868	8,541	4,278	10.5%	39,727	6,997	3,473	8.7%	-18.1%	-18.8%

\*Numbers less than five have not been cited due to the FERPA 34CFR Part 99.1 and Texas Education Agency procedure OP 10-03.

NOTE: A single student can have multiple records if removed from the classroom more than once and a single incident can result in multiple actions.

SOURCE: Texas Education Agency, PEIMS.

**EXHIBIT 8  
STATEWIDE TOTALS  
OUT-OF-SCHOOL SUSPENSION COUNTS OF STUDENTS AND DISCIPLINE ACTIONS BY STUDENT GROUPS  
SCHOOL YEARS 2007–08 AND 2008–09**

STUDENT GROUP	2007–08				2008–09				% CHANGE FROM PRIOR YEAR	
	TOTAL STUDENTS	OSS ACTIONS	OSS STUDENTS	OSS %	TOTAL STUDENTS	OSS ACTIONS	OSS STUDENTS	OSS %	OSS ACTIONS	OSS STUDENTS
All Students	4,819,172	644,853	311,718	6.5%	4,892,748	589,856	289,809	5.9%	-8.5%	-7%
African American	692,663	226,160	101,220	14.6%	696,923	208,308	94,398	13.5%	-7.9%	-6.7%
Asian	166,207	5,122	3,032	1.8%	176,818	4,436	2,778	1.6%	-13.4%	-8.4%
Hispanic	2,275,774	308,293	148,976	6.6%	2,346,168	282,799	139,457	5.9%	-8.3%	-6.4%
Native American	17,365	1,601	885	5.1%	17,761	1,624	845	4.8%	1.4%	-4.5%
White	1,667,163	103,677	57,605	3.5%	1,655,078	92,689	52,331	3.2%	-10.6%	-9.2%
Female	2,343,951	173,366	94,488	4%	2,378,854	155,311	86,586	3.6%	-10.4%	-8.4%
Male	2,475,221	471,487	217,230	8.8%	2,513,894	434,545	203,223	8.1%	-7.8%	-6.5%
Special Education	528,768	154,719	64,668	12.2%	509,018	133,835	57,346	11.3%	-13.5%	-11.3%
Eco Dis	2,567,154	455,866	212,511	8.3%	2,676,788	431,735	205,179	7.7%	-5.3%	-3.5%
At-Risk	2,247,224	472,369	214,626	9.6%	2,282,091	437,766	201,788	8.8%	-7.3%	-6%

NOTE: A single student can have multiple records if removed from the classroom more than once and a single incident can result in multiple actions.

SOURCE: Texas Education Agency, PEIMS.

Similarly to San Antonio ISD, the number of students statewide involved in disciplinary actions and the number of offenses committed declined. However, the San Antonio ISD declines are far greater than those experienced statewide. Additional observations gathered from comparing San Antonio ISD OSS data to statewide OSS data include the following:

- In school year 2007–08, San Antonio ISD exceeded statewide levels of OSS percent of placement in all student groups reported except the African American student group.
- In school year 2008–09, San Antonio ISD improved in comparison to the state, with slightly lower OSS placements for African American students, economically disadvantaged students, and at-risk students.

The data also shows the trend of having a higher number of African American and special education students assigned to OSS, although there is a decrease in this trend from school year 2007–08 to 2008–09.

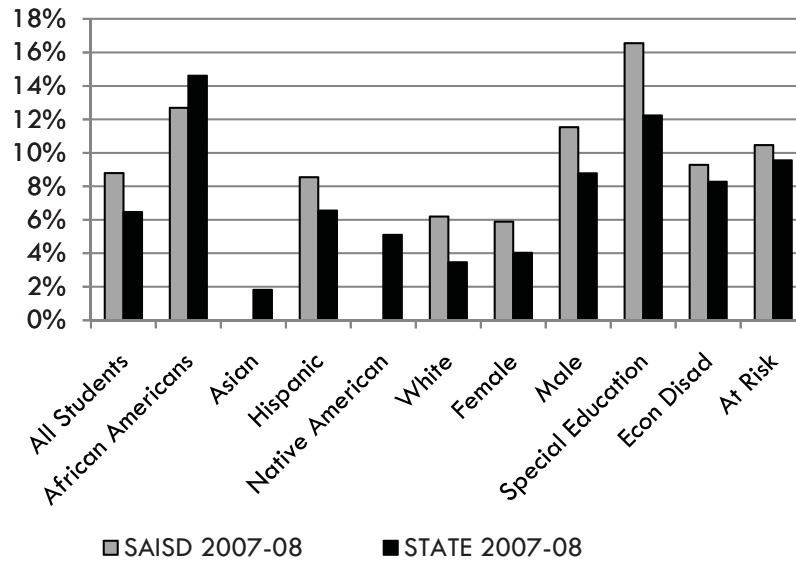
**Exhibits 9 and 10** show the comparison of San Antonio ISD OSS data to statewide data. While San Antonio ISD assigned more students to OSS than the statewide averages in school years 2007–08 and 2008–09, the district assigned fewer African American students than the statewide average, but more special education students than the state average for both years.

**IN-SCHOOL SUSPENSION**

In school year 2007–08, the superintendent’s in-school suspension planning committee developed a program, on-campus intervention (OCI), having four major components. OCI was designed to include a daily eight-period schedule that includes school skills, academics, service learning, and counseling. Examples of the components include:

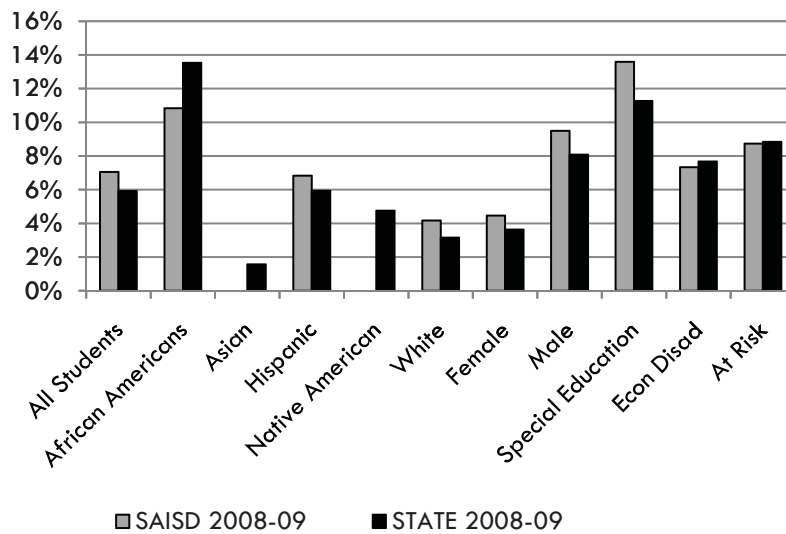
- School Skills:
  - Following instructions.
  - Accepting correction.
  - Accepting “no.”
  - Disagreeing appropriately.

**EXHIBIT 9**  
**SAN ANTONIO ISD**  
**OUT-OF-SCHOOL SUSPENSION PERCENTAGE OF STUDENT GROUPS, COMPARED TO STATEWIDE TOTALS**  
**SCHOOL YEAR 2007-08**



SOURCE: Texas Education Agency, PEIMS.

**EXHIBIT 10**  
**SAN ANTONIO ISD**  
**OUT-OF-SCHOOL SUSPENSION PERCENTAGE OF STUDENT GROUPS, COMPARED TO STATEWIDE TOTALS**  
**SCHOOL YEAR 2008-09**



SOURCE: Texas Education Agency, PEIMS.

- Getting the teacher's attention.
- Academics:
  - Content coursework based on San Antonio ISD scope and sequence.
  - Remedial skill development.
  - Credit Recovery: PLATO.
  - Assignments provided by the regular classroom teacher.
  - Drop Everything and Read (DEAR).
  - Journaling.
- Service Learning:
  - Projects that are meant to invoke pride in the school, such as maintaining campus flowerbeds, sweeping exterior sidewalks, cleaning the cafeteria, and removing graffiti.
- Counseling:
  - Individual and group counseling related to the offense responsible for the OCI placement.
  - Assistance with a mandatory apology letter to the person upon whom or against the placement offense was committed.

The OCI model also called for OCI teachers and counselors to be certified. Although the OCI model was designed and implemented during school year 2008–09, full implementation did not occur until school year 2009–10. Prior to school year 2009–10, all OCI teachers at 14 middle schools and 8 high schools participated in an intensive two-day training to ensure understanding among staff of the model's philosophy and methodology as well as consistency across the school district.

The model design requires students to be assigned by a campus-level administrator to a minimum of three days and a maximum of six days in an OCI classroom. Each day is structured with students participating in the four components. OCI teachers assign work which is provided by the students' regular classroom teachers or by assigning lessons using the San Antonio ISD curriculum Lessons On Demand. Students placed in OCI can also be assigned to work on computer-based credit recovery/acceleration/remediation programs. OCI teachers are expected to provide a daily direct-teach activity using one of the school skills

fundamental to success in the classroom. Students who do not successfully complete the program by the sixth day may be assigned to DAEP.

In interviews and focus groups, administrators across the district generally agree that the OCI model should address changing student behavior. There is a general consensus that the design's intent is to keep students in school, provide a setting where students are able to complete their assignments with the oversight of a certified teacher, provide counseling services, require students to examine the conduct that caused them to be placed in the setting, require students to participate in campus community services, and provide students with an opportunity to return to class before the assignment is completed based on good behavior.

However, administrators also articulated a perception that the design is not well understood by all campus leaders nor is it uniformly implemented. Administrators further stated that there is no formal way of evaluating the success of the program. When asked to describe programmatic challenges which the district should consider addressing, administrators reported the following concerns about program implementation:

- Many classroom teachers do not understand the philosophy and purpose of OCI.
- Some campuses still use the program as a short term "holding tank;" that is, sending students to OCI for one period only, or "rounding up" students who are in the hall after the tardy bell.
- Many teachers do not send student assignments to OCI in a timely manner.
- The classroom is difficult to staff due to the range of student abilities.
- OCI teachers do not receive ongoing staff development.
- There is inconsistent campus leadership support for the program across the district.
- Some students want to return to the OCI classroom as soon as possible.

District teachers and counselors confirmed many of the administrators' beliefs regarding programmatic challenges. In addition, district teachers and counselors also confirmed that regular classroom teachers often do not know their students are in OCI or when they will return, and that



counselors often find it difficult to leave their duties to go to the OCI classroom to work with students. In spite of the challenges of OCI, administrators, teachers, and counselors expressed to the review team that the OCI program was important and that they have a desire to improve it.

### **CAMPUS VISITS**

While onsite the review team visited Sam Houston High School and Luther Burbank High School to observe the district's discipline initiatives in action. Specifically the team observed the OCI room at each campus.

#### **SAM HOUSTON HIGH SCHOOL**

Sam Houston High School (SHHS) is a magnet school offering manufacturing, engineering, and technology skills to enrolled students. In school year 2008–09, the campus had an enrollment of 805 students. Of the total enrollment, 88 percent were economically disadvantaged and 83 percent were identified as at-risk. In school year 2008–09, the campus was identified by the Texas Education Agency (TEA) as Academically Unacceptable due to students' performance on the TAKS. The district assigned a new principal for school year 2009–10 after multiple principals had been assigned in the past five years. In addition to having the OCI component, SHHS became the only high school to begin implementing the PBS system to affect student behavior. In addition to the PBS training, campus administrators and teachers received training on dealing with discipline issues in the classroom and were provided a clear definition of what behavior constitutes a behavior referral to the assistant principal. The assistant principal responsible for student discipline reported to the review team that there has been about a 50 percent decrease in discipline referrals since the implementation of PBS.

Interviews with administrators and observation of the OCI classroom revealed that there is an instructor certified in physical education and Spanish assigned to the OCI classroom. This instructor and two other instructors have been trained by the district to manage the OCI classroom.

At the time of the onsite visit, there were about 8 students in the classroom, although the OCI instructor reported that the maximum number of students is 20. It appeared that some students had been assigned for the full day while the remaining students were there on a temporary basis pending resolution of short-term discipline issues. It appeared that no students were doing any work and there were no computers in the classroom. The instructor explained that three

computers had been ordered for the classroom. The instructor felt the computers in the classroom could be a distraction and would require extra monitoring to ensure proper use. Although the instructor maintained discipline by separating the students and not allowing them to talk, the classroom had a disruptive atmosphere due to the number of students entering, leaving, and attempting to resolve the reasons they had been assigned to OCI.

#### **LUTHER BURBANK HIGH SCHOOL**

Luther Burbank High School (LBHS) had an enrollment of 1,384 students in school year 2008–09. The ethnicity of the students was 98 percent Hispanic, 1 percent White, and 1 percent African American. In general, student attendance in LBHS is high, with the school rated first in the district for attendance. The principal reports that there is also a high degree of parental involvement.

During the onsite visit in April 2010, the school principal, who has worked in San Antonio ISD for 13 years, was in her first year of principal-ship at LBHS. The principal reported that several changes have been made in how teachers and administrators are managing student behavior. One of the first changes implemented by this principal was to incrementally enforce the district's Student Code of Conduct. The focus for school year 2009–10 has been to enforce the district's uniform policy. In addition, the principal has focused on providing teachers with guidelines and techniques to address student behavior before issuing discipline referrals. The campus has also applied for funding to implement the PBS program for the next school year.

The OCI classroom at Burbank is managed by a teacher certified in physical education. The regular classroom teacher sends assignments based on the San Antonio ISD curriculum (Lessons on Demand) to the classroom and the OCI teacher distributes them to the students, collects them when they are completed, and returns them to the sending teacher. Students can also be assigned to PLATO, a computerized credit recovery program, using one of the four computers in the classroom. The OCI district design also provides for students to be taught school skills considered to be fundamental to success in the classroom and be assigned to campus community service projects although that was not observed by the review team. At the time of the onsite visit, there were eight students in OCI. The instructor explained that the maximum allowed was 28 students and the maximum for the previous semester had been 15 students.

LBHS regular classroom teachers said that the concept of OCI is valuable because it keeps students on campus, but expressed frustrations with the program’s effectiveness. Some teachers stated that recent changes to the OCI classroom could attribute to their perception of the decline in effectiveness. For instance, the OCI classroom formerly was located in an undesirable location of the school with no windows and poor temperature control. Now that the OCI classroom is in a more central location, there are more distractions for OCI students, such as interacting with non-OCI students in adjacent hallways and watching activities taking place outside on school grounds.

Teachers also feel the level of instruction in the Burbank OCI classroom is not what it should be. Students are not required to perform school work. Students can often be assigned to community service projects, such as trash pick-up on the school grounds, which they prefer to school work.

**Exhibit 11** shows that the percentage of San Antonio ISD’s ISS actions and the number of students assigned to ISS declined from school year 2007–08 to 2008–09. While San Antonio ISD’s enrollment declined by 990 students in school

year 2008–09, the reduction in ISS actions and ISS students exceed the enrollment decline. The data show a trend in the high number of special education and African American student placements, and a decrease in school year 2008–09 which caused Hispanic students to be the second highest student group to be given ISS for that school year.

**Exhibit 12** provides evidence that San Antonio ISD was significantly below the state in all ISS actions and ISS percentages for all student categories in school year 2007–08 and 2008–09. Moreover, San Antonio ISD’s rate of reduction is greater than the statewide totals over the two-year comparison period. As with previous categories of discipline actions, the highest percentage of students per subgroup statewide was in the African American and special education subgroups.

**Exhibits 13 and 14** present ISS data for San Antonio ISD and statewide totals for school years 2007–08 and 2008–09, respectively. These graphs emphasize the lower percentages of ISS assignments at the district level than at the statewide level. In addition, these graphs indicate that from school year 2007–08 to 2008–09, San Antonio ISD reduced the

**EXHIBIT 11  
SAN ANTONIO ISD  
IN-SCHOOL SUSPENSION COUNTS OF STUDENTS AND DISCIPLINE ACTIONS BY STUDENT GROUPS  
SCHOOL YEARS 2007–08 AND 2008–09**

STUDENT GROUP	2007–08				2008–09				% CHANGE FROM PRIOR YEAR	
	TOTAL STUDENTS	ISS ACTIONS	ISS STUDENTS	ISS %	TOTAL STUDENTS	ISS ACTIONS	ISS STUDENTS	ISS %	ISS ACTIONS	ISS STUDENTS
All Students	62,376	18,747	7,189	11.5%	61,386	9,834	5,326	8.6%	-47.5%	-25.9%
African American	5,207	2,586	842	16.2%	4,943	678	384	7.8%	-73.8%	-54.4%
Asian	162	15	7	4.3%	163	N/A	N/A	N/A	N/A	N/A
Hispanic	54,801	15,663	6,142	11.2%	54,616	8,964	4,821	8.8%	-42.8%	-21.5%
Native American	75	30	8	10.7%	76	*	*	*	*	*
White	2,131	453	190	8.9%	2,038	169	110	5.4%	-62.7%	-42.1%
Female	30,250	6,674	2,767	9.2%	30,096	3,378	1,949	6.5%	-49.4%	-29.6%
Male	32,126	12,073	4,422	13.8%	31,740	6,456	3,377	10.6%	-46.5%	-23.6%
Special Education	8,273	4,153	1,444	17.5%	7,764	2,099	1,049	13.5%	-49.5%	-27.4%
Eco Dis	52,330	16,860	6,316	12.1%	53,117	8,791	4,706	8.9%	-47.9%	-25.5%
At-Risk	40,868	15,442	5,633	13.8%	39,727	8,180	4,261	10.7%	-47%	-24.4%

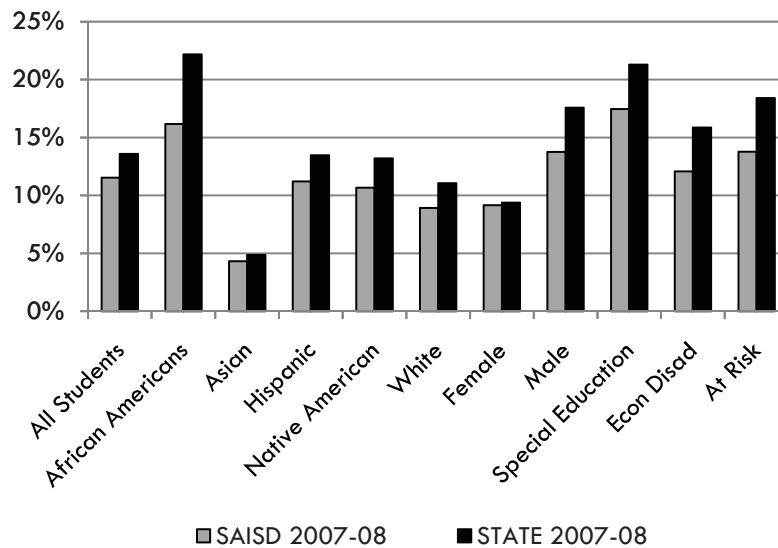
\*Numbers less than five have not been cited due to the FERPA 34CFR Part 99.1 and Texas Education Agency procedure OP 10-03.  
NOTE: A single student can have multiple records if removed from the classroom more than once and a single incident can result in multiple actions.  
SOURCE: Texas Education Agency, PEIMS.

**EXHIBIT 12  
STATEWIDE TOTALS  
IN-SCHOOL SUSPENSION COUNTS OF STUDENTS AND DISCIPLINE ACTIONS BY STUDENT GROUPS  
SCHOOL YEARS 2007–08 AND 2008–09**

STUDENT GROUP	2007–08				2008–09				% CHANGE FROM PRIOR YEAR	
	TOTAL STUDENTS	ISS ACTIONS	ISS STUDENTS	ISS %	TOTAL STUDENTS	ISS ACTIONS	ISS STUDENTS	ISS %	ISS ACTIONS	ISS STUDENTS
All Students	4,819,172	1,740,233	654,667	13.6%	4,892,748	1,654,084	631,625	12.9%	-4.9%	-3.5%
African American	692,663	441,758	153,637	22.2%	696,923	421,477	147,844	21.2%	-4.6%	-3.8%
Asian	166,207	16,462	8,064	4.9%	176,818	16,254	7,963	4.5%	-1.3%	-1.3%
Hispanic	2,275,774	832,057	306,442	13.5%	2,346,168	803,097	299,178	12.8%	-3.5%	-2.4%
Native American	17,365	5,644	2,291	13.2%	17,761	5,447	2,230	12.6%	-3.5%	-2.7%
White	1,667,163	444,312	183,233	11.1%	1,655,078	408,529	173,510	10.5%	-8.1%	-5.3%
Female	2,343,951	528,723	219,807	9.4%	2,378,854	494,277	209,245	8.8%	-6.5%	-4.8%
Male	2,475,221	1,211,510	434,860	17.6%	2,513,894	1,160,527	422,040	16.8%	-4.2%	-2.9%
Special Education	528,768	377,302	112,621	21.3%	509,018	300,433	102,283	20.1%	-20.4%	-9.2%
Eco Dis	2,567,154	1,138,657	407,093	15.9%	2,676,788	1,119,803	405,505	15.2%	-1.7%	-0.4%
At-Risk	2,247,224	1,199,420	413,783	18.4%	2,282,091	1,146,370	399,786	17.5%	-4.4%	-3.4%

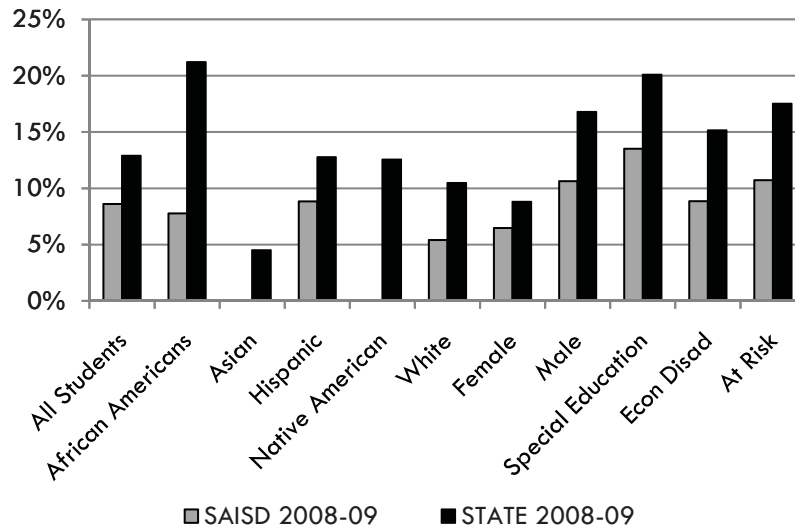
SOURCE: Texas Education Agency, PEIMS.

**EXHIBIT 13  
SAN ANTONIO ISD  
IN-SCHOOL SUSPENSION PERCENTAGE OF STUDENT GROUPS, COMPARED TO STATEWIDE TOTALS  
SCHOOL YEAR 2007–08**



SOURCE: Texas Education Agency, PEIMS.

**EXHIBIT 14**  
**SAN ANTONIO ISD**  
**IN-SCHOOL SUSPENSION PERCENTAGE OF STUDENT GROUPS, COMPARED TO STATEWIDE TOTALS**  
**SCHOOL YEAR 2008–09**



SOURCE: Texas Education Agency, PEIMS.

percentages of students assigned to ISS at greater rates than at the state level for African American, White, male, and special education student groups.

As the district’s OCI model was fully implemented during school year 2009–10, there is no historical data available to determine the success of the newly designed model. However, the district should be able to analyze data to determine whether changes to the OCI model are warranted.

The district spends approximately \$1.2 million annually on its OCI program. This amount does not include consultant fees incurred for school year 2008–09 to develop the program. The \$1.2 million includes salaries and benefits for the teachers assigned to OCI classrooms.

**DISCIPLINE ALTERNATIVE EDUCATION PROGRAM**

San Antonio ISD operates two disciplinary alternative education programs as required by state statutes: Gonzales Achievement Center for elementary students and Ramiro P. Estrada Achievement Center for secondary students. Students assigned to either of the district’s DAEPs continue to be enrolled on their home campus. Upon successful completion of a DAEP placement, students’ work and grades are sent to home campus teachers for grading and credit. The teachers have discretion as to if they will give credit for work completed at the DAEP.

**Gonzales Achievement Center (GAC):** Elementary students who commit an offense which requires a DAEP placement are assigned to the GAC, which is located at 518 East Magnolia. It is a single campus serving students in Kindergarten (six years old) through sixth grade. The campus is located on a quiet street, is well-kept, and attractive. Classrooms are well-equipped with resources and computers, and there is a computer lab for classroom instruction. The facility and its resources reflect the district’s high regard for students. The school is managed by an experienced principal who is certified in special education.

Interviews with administrators and a review of district policies and procedures reveal that students are placed in DAEP as a result of committing an assault, a terroristic threat, selling, possessing or delivering a weapon(s), retaliating against an employee/property, and/or persistent misbehavior. Students are generally placed for 30 days and must successfully complete the number of days in order to return to the home campus. If any day is unsuccessful, the student does not gain the required daily points; if the student is absent, that day is not counted toward the completion of the placement. Daily reports are sent to parents to show whether students had a successful day, how many points were earned, and the student’s homework assignments. Parents are required to sign and return each daily report.

Upon assignment to the GAC, the student confers with the principal, social workers, and parent(s) to discuss school and classroom rules, school dress code, the behavior management plan (which the student and parent(s) must sign), and the criminal trespass rule. The student is provided transportation services to and from the DAEP from predetermined locations, or the parent may opt to provide transportation for the child. Students are placed in classrooms with similar age/grade students and are instructed by a certified teacher. Program components include a strong focus on curriculum and behavior modification in the form of counseling. GAC teachers follow the district-paced curriculum to ensure the student's work is aligned with the sending campus and that the student maintains the same pace as the students at the sending campus. Students follow a daily schedule that includes:

- English language arts;
- social studies;
- math;
- lunch;
- science;
- P.E.; and
- reading.

District records reveal that GAC served a total of 35 students with an annual pupil teacher ratio of 7:1 and an annual attendance rate of 93.1 percent during school year 2008–09. **Exhibit 15** shows the total number of staff members who have served the students at GAC.

**EXHIBIT 15**  
**SAN ANTONIO ISD**  
**GONZALES ACHIEVEMENT CENTER STAFF**  
**SCHOOL YEAR 2008–09**

POSITION	NUMBER
Administrators	2.0
Certified Teachers	4.2
Certified Support Staff (Counselor/Nurse/ Social Worker)	3.2
Clerical Assistants	2.0
Instructional Assistants	5.0
<b>TOTAL</b>	<b>6.4</b>

SOURCE: San Antonio ISD.

The review team observed students to be academically engaged, actively interacting with each other and the teacher, and able to articulate their assignment and the goal of the assignment. Student work was posted in the classrooms and in the hallways, indicating evidence of student engagement and TAKS-based instruction.

Students receive an individual counseling session at least once weekly and have opportunities for feedback and individual goal setting as they develop their “plan of action” for re-entry to their regular campus.

**Ramiro P. Estrada Achievement Center (EAC):** The program design for EAC was developed in school year 2008–09 by the superintendent's committee to improve discipline management. Housed in a single building at 1112 South Zarzamora Street, the building is roomy, clean, and attractive. Recently renovated and well-maintained, the building reflects the efforts of district custodial staff and student community service groups. District records show that 758 students were served at the EAC during school year 2008–09 with an annual attendance rate of 88.0 percent and a monthly student teacher ratio of 8:1.

The district contracted with a consultant group to assist in the programmatic implementation of a research-based discipline alternative education model, Rise up-I am-Strong-Enough (RISE). The program mission is “to instill in students a positive attitude toward school that exemplifies honor, dignity, and respect for self and others” with the programmatic purpose to “increase the number of students that perform at grade level.” Interviews with administrators revealed that the focus of the program is to change behaviors so students are focused and motivated to concentrate on academics.

RISE has a two-pronged, equally important, function:

- To integrate a leadership cohort into the district leadership team by identifying, hiring, and training enthusiastic administrators who are sensitive to and knowledgeable about at-risk youth, and to move those administrators to regular campuses to assist at-risk students and to model instructional leadership behaviors appropriate to the support of at-risk students. EAC campus administrators engage in a year-long training program provided by district leaders. The original model provided for an annual transfer of administrators after one year at Estrada; however, interviews with district and campus administrators revealed that the original intent has been modified to the reassigning of half of the

teachers and administrators to ensure a significant level of continuity in culture and educational practice for EAC from one year to the next.

- To provide an appropriate behavior and academic program for students placed at Estrada for discipline reasons. A student and his/her parents begin the student placement at Estrada with a mandatory PowerPoint orientation led by the campus principal. During the orientation, students learn about the point system, mandatory attendance policy, appearance and dress code (including required uniforms), daily searches by RISE staff, and random searches at any time deemed necessary by campus personnel. Students are allowed to have a maximum of \$5, a house key, and a bus pass at any time. Anything else is considered contraband.

After the student/parent orientation, the student is assigned to one of the four campus teams led by an assistant principal (called a coach) and an assigned team of certified teachers. Each team is named after a Texas university (Texas A&M, University of Texas at San Antonio, University of Texas, and Texas State) to remind students of the presence of colleges in their lives. Student teams are assigned to specific wings of the building which are decorated with their university insignias, posters, and flags. Teams compete daily through academic assignments, demonstrations of appropriate behaviors and social skills, service learning activities, and physical education. Each student receives constant feedback based on a point system. The coach assigns his/her team points at 15 minute intervals during all planned activities. Students earn points by staying on task, exhibiting appropriate behaviors, and demonstrating exceptional performance. **Exhibit 16** shows the total number of staff assigned to Estrada.

**EXHIBIT 16**  
**SAN ANTONIO ISD**  
**ESTRADA ACHIEVEMENT CENTER STAFF**  
**SCHOOL YEAR 2008–09**

POSITION	NUMBER
Administrators	5
Certified Teachers	16
Certified Support Staff (Nurse/Counselor/ Social Worker)	6
Clerical Assistants	3
<b>TOTAL</b>	<b>30</b>

SOURCE: San Antonio ISD.

Estrada students begin each day by arriving to campus on required district transportation. Estrada staff members greet students who are expected to depart the bus one at a time, with their hands behind their back in a single file. Students walk through a metal detector while a staff member uses a wand to identify possible contraband. Students are escorted to the gym for morning team-building activities. The review team observed the team building activity while onsite. This activity is used to recognize and celebrate the student teams for their success during the week. All coaches, teachers, and counseling/support staff are present during the morning activity. After each morning’s team activity, students are escorted to their wing of the building to begin lessons and counseling sessions. During the day students are assigned to campus community service activities. During the onsite visit, the review team observed students tending to the campus vegetable/flower gardens located in front of the school.

The academic program includes instruction in the core courses of English language arts, math, science, and social studies. In addition, students are provided field and laboratory activities in science and social studies, service learning projects, electives, and physical education. Students receive instruction by certified teachers using the districtwide paced curriculum (which is available via the Intranet) and teacher developed activities. Students may also be assigned credit recovery/acceleration/remediation using the PLATO computer instruction system.

While students are assigned to the DAEP, they receive a minimum of 45 minutes of structured counseling a day in individual, group, or online counseling sessions. In addition, teachers are expected to contact parents of individual students daily to report on the status of the student’s academic and behavioral success. There are four counselors (including a substance abuse counselor) and a behavior specialist on staff. Counseling topics include:

- anger management;
- drug and alcohol awareness/abuse;
- grief;
- academics;
- individual need; and
- family.

In addition, counselors are present during breakfast to build rapport with students and to identify any daily issues students might be experiencing. Estrada administrators stated that



students keep a portfolio of work during their stay at Estrada and that the portfolio is taken to the home campus by an Estrada counselor when the student returns to the home campus. The counselors set time aside every afternoon to make campus visits and rotate those visits among themselves. At that time, the Estrada counselor is expected to meet with the home campus counselor to discuss the student's transition back to the home campus. The home counselor is expected to review the student's schedule and meet with the returning student at least four times after the student returns to campus to monitor the transition. Also, the home counselor and administrator are responsible for contacting the student's teachers to inform them that the student is returning to class and to discuss issues that might increase the success of the student's transition.

Interviews and focus groups with administrators, counselors, and teachers across the district revealed that they believe the DAEPs provide a valuable placement option for students not meeting behavior management/discipline expectations at the campus or district-level. When asked to describe the strengths of the program, there was a unanimous agreement that the DAEPs provide a valuable contribution to the district by providing a placement for students temporarily needing removal from the classroom, by providing counseling and academic services, preparing portfolios to track student work while at the DAEP, using certified teachers, and by providing students an opportunity for success. When asked to describe programmatic challenges that the district might consider addressing, the members of the districtwide stakeholder groups reported the following concerns:

- Regular classroom teachers often do not know that their students are attending the DAEP.
- There is a perception that there is a lack of instructional alignment between the regular campus and the DAEP.
- Regular classroom teachers are often unaware that students are returning to the classroom until they arrive back.
- Administrators are often unaware of why students return before their placement time is completed.
- Some students like the DAEP and want to return as soon as possible.
- There is currently no way to evaluate the success of the program.

Although these concerns were expressed during the onsite visit, the district has since implemented policies and practices to address some of these issues. For example, to address the lack of instructional alignment between the regular campus and the DAEP, the district provided information about the DAEP to district staff and administrators during the August 2010 staff development session.

In similar interviews with DAEP administrators, counselors, and teachers, programmatic strengths were reported as the use of certified teachers, the ability to work with students in small groups, and daily phone interaction with parents. They also said that most students functioned well in the structured setting, and that the team concept allows teachers to share their knowledge of individual students and to plan lessons together to better support academic improvement.

The members of those same stakeholder groups reported the following to be major challenges that might be addressed by district leadership regarding the program:

- The complexity of planning for the variety of instructional levels (particularly reading) within their student groups.
- Students are often just beginning to improve when their placement ends.
- Some students do not want to leave.
- Students lose the personal connection to an adult when they leave the DAEP.
- Group counseling does not allow individual students to "open up."
- Regular campuses do not understand the policies/procedures of the DAEP.
- Although counselors schedule visits to students' home campus to meet with counselors and deliver students' DAEP portfolios, it is difficult to locate and meet with the counselor when they arrive on campus.
- There is no evidence of follow-up by counselors/teachers for DAEP students when they have returned to the home campus.

**Exhibit 17** shows that San Antonio ISD experienced a decline in DAEP actions and students from school year 2007–08 to 2008–09 in all applicable categories. However, the trend of high numbers of African American and special education students continues to be reflected in the data for this placement as with others.



**EXHIBIT 17  
SAN ANTONIO ISD  
DISCIPLINARY ALTERNATIVE EDUCATION PROGRAM COUNTS OF STUDENTS AND DISCIPLINE ACTIONS BY STUDENT GROUPS  
SCHOOL YEARS 2007–08 AND 2008–09**

STUDENT GROUP	2007–08				2008–09				% CHANGE FROM PRIOR YEAR	
	TOTAL STUDENTS	DAEP ACTIONS	DAEP STUDENTS	DAEP %	TOTAL STUDENTS	DAEP ACTIONS	DAEP STUDENTS	DAEP %	DAEP ACTIONS	DAEP STUDENTS
All Students	62,376	1,418	1,271	2%	61,386	1,059	934	1.5%	-25.3%	-26.5%
African American	5,207	149	134	2.6%	4,943	112	102	2.1%	-24.8%	-23.9%
Asian	162	0	0	0%	163	0	0	0%	N/A	N/A
Hispanic	54,801	1,239	1,109	2%	54,616	930	815	1.5%	-24.9%	-26.5%
Native American	75	0	0	0%	76	*	*	*	*	*
White	2,131	30	28	1.3%	2,038	*	*	*	*	*
Female	30,250	352	324	1.1%	30,096	240	219	0.7%	-31.8%	-32.4%
Male	32,126	1,066	947	2.9%	31,740	819	715	2.3%	-23.2%	-24.5%
Special Education	8,273	343	314	3.8%	7,764	246	213	2.7%	-28.3%	-32.2%
Eco Dis	52,330	1,229	1,091	2.1%	53,117	923	811	1.5%	-24.9%	-25.7%
At-Risk	40,868	1,231	1,092	2.7%	39,727	942	825	2.1%	-23.5%	-24.5%

\*Numbers less than five have not been cited due to the FERPA 34CFR Part 99.1 and Texas Education Agency procedure OP 10-03.  
NOTE: A single student can have multiple records if removed from the classroom more than once and a single incident can result in multiple actions.  
SOURCE: Texas Education Agency, PEIMS.

A comparison of data in Exhibits 17 and 18 shows that San Antonio ISD was below statewide totals in all DAEP actions and DAEP group percents in school years 2007–08 and the 2008–09, respectively. The trend of high percentages of African American and special education students is reflected in the state data reported for both years.

Exhibits 19 and 20 show San Antonio ISD DAEP data Compared to Statewide Totalswide data for school years 2007–08 and 2008–09, respectively. In school year 2007–08, the district had similar percentages of all student groups assigned to a DAEP as the state. However, considering each student category of this same data, the differences are primarily in the African American student category and the at-risk category, both of which are lower at the district level than at the statewide level.

Exhibit 20 shows that while both district levels and statewide levels of total students assigned to a DAEP declined in school year 2008–09, this decline happened at a greater rate in the district. Also in school year 2008–09, San Antonio ISD’s African American, special education, and at-risk student placements were far greater than statewide percentages.

In school year 2008–09, San Antonio ISD spent \$4.5 million on its DAEP programs. DAEP costs include teacher, educational aide, counselor, and administrator salaries and benefits, classroom supplies, and transportation. The district spent \$3.75 per mile for transporting students to DAEP campuses. The district’s cost to operate these programs increased from school year 2005–06 to 2008–09 by 21 percent. This increase may be attributed to the consultant fees incurred when transitioning to the new DAEP model.

Sources of funds used to operate the district’s DAEP include compensatory funding from the state as well as state Bilingual, Career and Technology, and special education funds. A portion of local tax revenues funds DAEP, but this is a relatively small percentage of their total funding.

In addition to state and local funds, the district receives some federal funding that is used for the DAEP. The primary source of federal funds is allocated through the Individuals with Disabilities Education Act (IDEA) Part B for disabled students age three to 21. The district also receives federal funding through Title I, Part A of the Elementary and Secondary Education Act (ESEA). These funds are provided

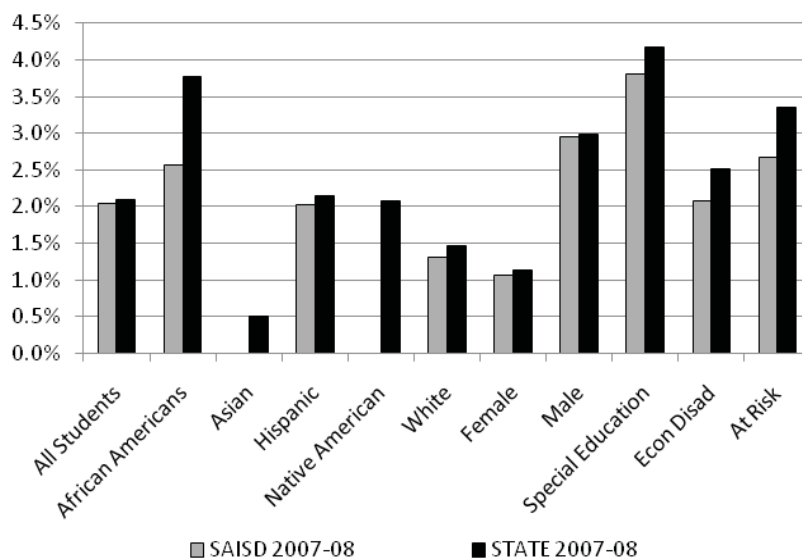
**EXHIBIT 18  
STATEWIDE TOTALS  
DISCIPLINARY ALTERNATIVE EDUCATION PROGRAM COUNTS OF STUDENTS AND DISCIPLINE ACTIONS BY STUDENT GROUPS  
SCHOOL YEARS 2007-08 AND 2008-09**

STUDENT GROUP	2007-08				2008-09				% CHANGE FROM PRIOR YEAR	
	TOTAL STUDENTS	DAEP ACTIONS	DAEP STUDENTS	DAEP %	TOTAL STUDENTS	DAEP ACTIONS	DAEP STUDENTS	DAEP %	DAEP ACTIONS	DAEP STUDENTS
All Students	4,819,172	128,175	100,666	2.1%	4,892,748	119,109	92,719	1.9%	-7.1%	-7.9%
African American	692,663	33,531	26,121	3.8%	696,923	31,040	23,864	3.4%	-7.4%	-8.6%
Asian	166,207	1,011	843	0.5%	176,818	876	740	0.4%	-13.4%	-12.2%
Hispanic	2,275,774	63,122	49,039	2.2%	2,346,168	59,827	46,852	1.9%	-5.2%	-4.5%
Native American	17,365	438	361	2.1%	17,761	440	345	1.9%	0.5%	-4.4%
White	1,667,163	30,073	24,302	1.5%	1,655,078	26,926	21,918	1.3%	-10.5%	-9.8%
Female	2,343,951	32,525	26,624	1.1%	2,378,854	29,429	23,973	1%	-9.5%	-10%
Male	2,475,221	95,650	74,042	3%	2,513,894	89,680	68,746	2.7%	-6.2%	-7.2%
Special Education	528,768	28,972	22,074	4.2%	509,018	25,180	19,111	3.8%	-13.1%	-13.4%
Eco Dis	2,567,154	83,682	64,678	2.5%	2,676,788	80,443	61,485	2.3%	-3.9%	-4.9%
At-Risk	2,247,224	98,058	75,398	3.4%	2,282,091	92,083	70,099	3.1%	-6.1%	-7%

NOTE: A single student can have multiple records if removed from the classroom more than once and a single incident can result in multiple actions.

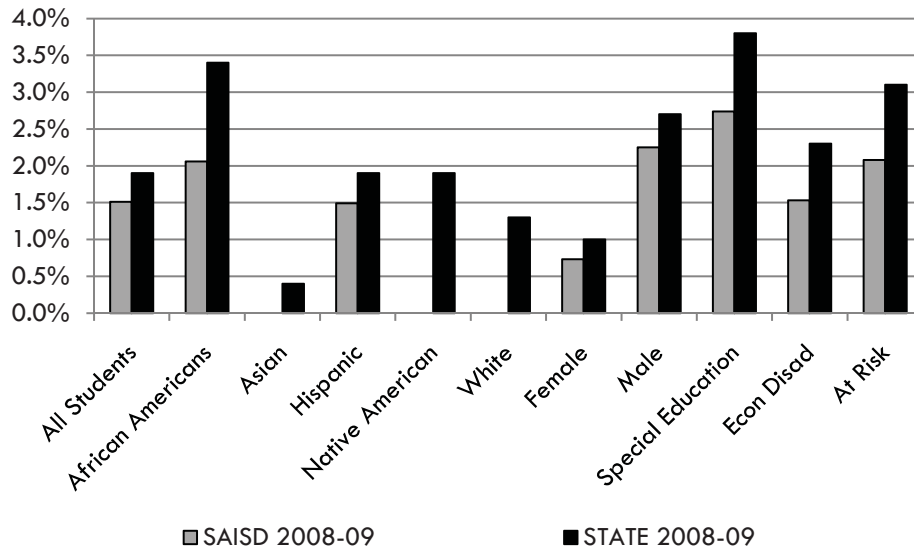
SOURCE: Texas Education Agency, PEIMS.

**EXHIBIT 19  
SAN ANTONIO ISD  
DISCIPLINARY ALTERNATIVE EDUCATION PROGRAM PERCENTAGE OF STUDENT GROUPS, COMPARED TO STATEWIDE TOTALS  
SCHOOL YEAR 2007-08**



SOURCE: Texas Education Agency, PEIMS.

**EXHIBIT 20  
SAN ANTONIO ISD  
DISCIPLINARY ALTERNATIVE EDUCATION PROGRAM, PERCENTAGE OF STUDENT GROUPS, COMPARED TO STATEWIDE TOTALS  
SCHOOL YEAR 2008–09**



SOURCE: Texas Education Agency, PEIMS.

to schools or school districts with large percentages of economically disadvantaged students.

**COUNTY OPERATED PROGRAMS**

Beyond the immediate discipline programs in the district, there are county educational programs at the Bexar County Juvenile Justice Academy (BCJJA), the Bexar County Juvenile Detention Center (BCJDC), and the Cyndi Taylor Krier Juvenile Correctional Treatment Center (the Krier Center).

The BCJJA provides educational services to students expelled from schools within Bexar County through a juvenile justice alternative education program (JJAEP), while the BCJDC is a short-term juvenile detention facility that provides education, health care services (including dental and mental), and counseling for up to 198 youth. The county operates both facilities with San Antonio ISD providing the educational components at BCJDC.

The Krier Center is a long-term post-adjudication facility operated by the county that focuses on therapeutic intervention and rehabilitation. Educational services at the Krier Center are provided by East Central ISD.

**BEXAR COUNTY JUVENILE JUSTICE ACADEMY**

The BCJJA is located at 1402 Hackberry in San Antonio in a single building. The building originally was a manufacturing warehouse and was modified in 1995 to serve as the home of

the BCJJA. The BCJJA was created to serve youth who have been expelled from their home campus due to violations of one or more of the offenses listed in Chapter 37 of the TEC. The Bexar County Juvenile Board, in cooperation with the district court judges, the Bexar County Juvenile Probation Department, and local school districts, directs the BCJJA. The districts elect an advisory board which collaborates with the civil district courts administrator and BCJJA operational staff. Each student at the BCJJA is under the supervision of a Bexar County juvenile probation officer. The mission of BCJJA is “to provide expelled and adjudicated youth with rigorous academic programs designed to stimulate intellectual, personal, and behavioral development with the ultimate goal of returning students to their home campuses with the necessary tools to achieve academic success and become productive members of society.” The major goals of BCJJA are to:

- provide a continuum of educational services to students;
- establish consistency, predictability, and appropriateness of student placement following expulsions from home campuses or district alternative education programs;
- return students to a regular school setting when appropriate;

- impress upon youth that there are progressive sanctions for misconduct in the public school setting; and
- provide educational and placement options for the juvenile courts.

Through a contract with Southwest Key Programs, the BCJJA provides instruction in the four core curriculum subjects of English language arts, mathematics, science, and social studies as required by TEC and TJPC. High school electives are not offered. Students also have access to a General Educational Development (GED) Program. In addition to academics, students participate in physical education and computer lab activities. BCJJA provides special services, as required by state and federal law, for special needs students, such as special education services, 504 services, and/or programs for second language learners.

Chapter 37 of the TEC requires school districts to accept all credit for work completed while students attend BCJJA; however, the home campus evaluates the grades earned and awards credits as deemed appropriate when the student returns to school. School districts are provided input regarding grades, attendance, behavior, and other factors on students as part of the exit process. Students also participate in drug education and anger management sessions. Case managers provide individual and group support and guidance and Communities in Schools provides counseling services to every student and parent/guardian.

**Exhibit 21** shows the staffing for the BCJJA. The BCJJA staff is comprised of both Bexar County and Southwest Key staff.

**EXHIBIT 21  
BEXAR COUNTY JUVENILE JUSTICE ACADEMY STAFF  
SCHOOL YEAR 2008–09**

POSITION	NUMBER OF EMPLOYEES PAID BY BEXAR COUNTY	NUMBER OF EMPLOYEES PAID BY SOUTHWEST KEY	TOTAL
Administrators	1	1	2
Certified Teachers	0	7	7
Certified Support Staff	0	2	2
Clerical Assistants/Registrar	3	3	6
Teacher Assistants	0	9	9
<b>TOTAL</b>	<b>4</b>	<b>22</b>	<b>26</b>

SOURCE: Bexar County Juvenile Justice Academy.

The county has 4 staff at the facility and Southwest Key has 22 staff.

**Exhibit 22** shows attendance and enrollment for school years 2006–07 to 2008–09. BCJJA staffing has decreased due to a decline in enrollment during school year 2008–09.

**Exhibit 22** also shows this decline. Beginning in 2008, the Bexar County Juvenile Board increased the cost for sending a discretionary student to the BCJJA from \$75 per student per day to \$135.85 per student per day. This increase could be a reason for the decline in enrollment in this program. The enrollment has declined by almost half.

**EXHIBIT 22  
BEXAR COUNTY JUVENILE JUSTICE ACADEMY  
ATTENDANCE AND ENROLLMENT  
SCHOOL YEARS 2006–07 TO 2008–09**

SCHOOL YEAR	AVERAGE YEARLY ATTENDANCE	AVERAGE MONTHLY ENROLLMENT	AVERAGE MONTHLY PRESENT
2008–09	85%	92	77
2007–08	81%	177	143
2006–07	79%	172	136

SOURCE: Bexar County Juvenile Justice Academy.

During the April 2010 onsite visit, the review team visited BCJJA while school was in session. While the building is spacious, it did not appear to be well-kept or recently painted. Students were in the classrooms, but did not appear to be actively engaged in instruction. There did not appear to be a regimen for students to follow when in the hallway and adults repeatedly raised their voices to get students’ attention.

BCJJA teaching staff identified program strengths to be the counseling sessions, amount of support staff, presence of the probation officers, and that students feel that staff care about them. When asked about challenges to be addressed, staff reported:

- limited resources;
- lack of textbooks;
- no curriculum alignment;
- no professional development; and
- lack of an organizational system or best practice.

**Exhibit 23** shows that San Antonio ISD reduced JJAEP actions and JJAEP percentage of students in all student groups from school year 2007–08 to 2008–09. JJAEP actions for all student groups fell from 71 to 39 actions and the number of JJAEP students fell from 68 to 37. Reductions in

**EXHIBIT 23  
SAN ANTONIO ISD  
JUVENILE JUSTICE ALTERNATIVE EDUCATION PROGRAM COUNTS OF STUDENTS AND DISCIPLINE ACTIONS BY STUDENT GROUPS  
SCHOOL YEARS 2007–08 AND 2008–09**

STUDENT GROUP	2007–08				2008–09				% CHANGE FROM PRIOR YEAR	
	TOTAL STUDENTS	JJAEP ACTIONS	JJAEP STUDENTS	JJAEP %	TOTAL STUDENTS	JJAEP ACTIONS	JJAEP STUDENTS	JJAEP %	JJAEP ACTIONS	JJAEP STUDENTS
All Students	62,376	71	68	0.11%	61,386	39	37	0.06%	-45.07%	-45.59%
African American	5,207	11	10	0.19%	4,943	*	*	*	*	*
Asian	162	0	0	0%	163	0	0	0%	*	*
Hispanic	54,801	60	58	0.11%	54,616	31	30	0.05%	-48.33%	-48.28%
Native American	75	0	0	0%	76	0	0	0%	*	*
White	2,131	0	0	0%	2,038	*	*	*	*	*
Female	30,250	15	14	0.05%	30,096	*	*	*	*	*
Male	32,126	56	54	0.17%	31,740	*	*	*	*	*
Special Education	8,273	11	11	0.13%	7,764	7	7	0.09%	-36.36%	-36.36%
Eco Dis	52,330	64	61	0.12%	53,117	35	33	0.06%	-45.31%	-45.90%
At-Risk	40,868	67	64	0.16%	39,727	38	36	0.09%	-43.28%	-43.75%

\*Numbers less than five have not been cited due to the FERPA 34CFR Part 99.1 and Texas Education Agency procedure OP 10-03.

NOTE: A single student can have multiple records if removed from the classroom more than once and a single incident can result in multiple actions.

SOURCE: Texas Education Agency, PEIMS.

other student categories reflect a similar pattern as shown in **Exhibit 23**. In school year 2007–08, the trend of having higher numbers of students per student group for African American and special education students continues, with a slight break in the trend in school year 2008–09.

**Exhibit 24** shows that San Antonio ISD was below statewide totals in JJAEP actions and percents in school years 2007–08 and 2008–09. Data show that African American and special education student groups continue to have the highest number of JJAEP actions, with a slight decrease in school year 2008–09.

**Exhibits 25** and **26** show that San Antonio ISD’s trend of having fewer students given a disciplinary alternative education assignment than the statewide percentages continues for its JJAEP assignments. In school year 2007–08, the district assigned African American, female, and economically disadvantaged students to a JJAEP at rates very similar to state percentages. However, special education and at-risk students in the district were given a JJAEP assignment at much lower percentages than statewide.

In accordance with Section 37.011 of the TEC and as required by Grant P of the Texas Juvenile Probation Commission funding contract with the Juvenile Board, San Antonio ISD has an MOU with the Bexar County Juvenile Board. An MOU helps to establish the roles and responsibilities relating to the school district and the local JJAEP, in this case, between San Antonio ISD and the BCJJA.

San Antonio ISD has two MOUs with the Juvenile Board: one for the terms and conditions set forth for the operation and funding of the BCJJA, and one for the provision of meals to students attending BCJJA.

**Exhibit 27** shows the primary terms of the MOU for JJAEP services. The district pays \$135.85 per student per day for:

- Discretionary expulsions.
- Registered sex offenders.
- Disallowed mandatory expulsions.

For discretionary expulsions for students committing offenses outlined in Title 5 of the Texas penal code, the district pays the county \$140.31 per student per day.

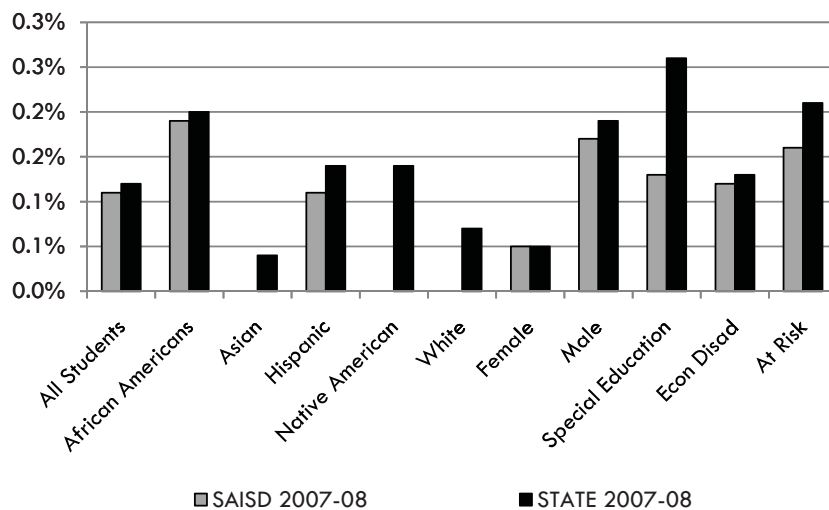
**EXHIBIT 24  
STATEWIDE TOTALS  
JUVENILE JUSTICE ALTERNATIVE EDUCATION PROGRAM COUNTS OF STUDENTS AND DISCIPLINE ACTIONS BY STUDENT GROUPS  
SCHOOL YEARS 2007-08 AND 2008-09**

STUDENT GROUP	2007-08				2008-09				% CHANGE FROM PRIOR YEAR	
	TOTAL STUDENTS	JJAEP ACTIONS	JJAEP STUDENTS	JJAEP %	TOTAL STUDENTS	JJAEP ACTIONS	JJAEP STUDENTS	JJAEP %	JJAEP ACTIONS	JJAEP STUDENTS
All Students	4,819,172	6,177	5,911	0.12%	4,892,748	5,103	4,938	0.10%	-17.39%	-16.46%
African American	692,663	1,437	1,361	0.20%	696,923	1,285	1,232	0.18%	-10.58%	-9.48%
Asian	166,207	67	67	0.04%	176,818	41	40	0.02%	-38.81%	-40.30%
Hispanic	2,275,774	3,359	3,221	0.14%	2,346,168	2,704	2,626	0.11%	-19.50%	-18.47%
Native American	17,365	26	24	0.14%	17,761	14	13	0.07%	-46.15%	-45.83%
White	1,667,163	1,238	1,238	0.07%	1,655,078	1,059	1,027	0.06%	-14.46%	-17.04%
Female	2,343,951	1,249	1,192	0.05%	2,378,854	978	949	0.04%	-21.70%	-20.39%
Male	2,475,221	4,928	4,719	0.19%	2,513,894	4,125	3,989	0.16%	-16.29%	-15.47%
Special Education	528,768	1,420	1,354	0.26%	509,018	1,104	1,063	0.21%	-22.25%	-21.49%
Eco Dis	2,567,154	3,538	3,369	0.13%	2,676,788	3,090	2,976	0.11%	-12.66%	-11.67%
At-Risk	2,247,224	4,856	4,625	0.21%	2,282,091	4,100	3,947	0.17%	-15.57%	-14.66%

NOTE: A single student can have multiple records if removed from the classroom more than once and a single incident can result in multiple actions.

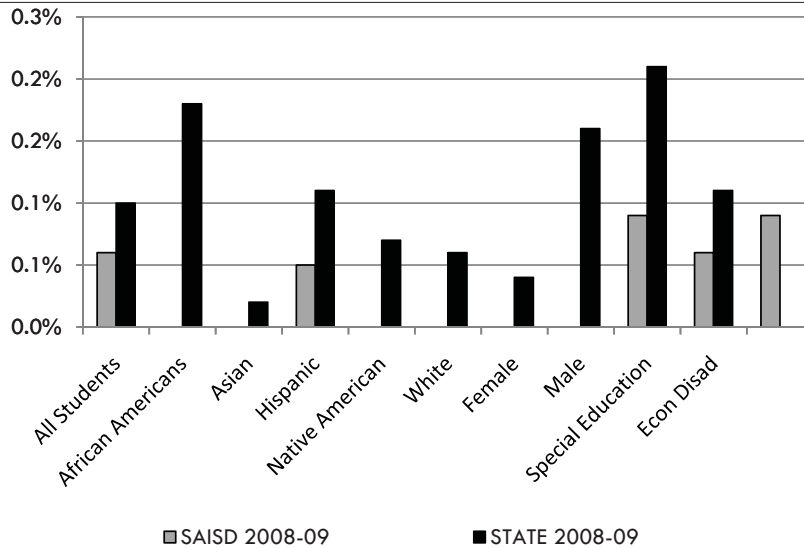
SOURCE: Texas Education Agency, PEIMS.

**EXHIBIT 25  
SAN ANTONIO ISD  
JUVENILE JUSTICE ALTERNATIVE EDUCATION PROGRAM PERCENTAGE OF STUDENT GROUPS, COMPARED TO STATEWIDE TOTALS  
SCHOOL YEAR 2007-08**



SOURCE: Texas Education Agency, PEIMS.

**EXHIBIT 26**  
**SAN ANTONIO ISD**  
**JUVENILE JUSTICE ALTERNATIVE EDUCATION PROGRAM PERCENTAGE OF STUDENT GROUPS, COMPARED TO STATEWIDE TOTALS**  
**SCHOOL YEAR 2008-09**



SOURCE: Texas Education Agency, PEIMS.

**EXHIBIT 27**  
**BEXAR COUNTY JUVENILE BOARD AND SAN ANTONIO ISD, MEMORANDUM OF UNDERSTANDING**  
**SCHOOL YEAR 2008-09**

PAYMENT ARRANGEMENTS	TERMS OF ASSIGNMENT TO JJAEP/STUDENT ELIGIBILITY FOR JJAEP ASSIGNMENT	MAXIMUM CAPACITY PROCEDURES	TRANSPORTATION
Funding provided by the TJPC for mandatory expulsions - district will pay discretionary rate until an offense report is filed with the JJAEP, Bexar County Juvenile Probation Department, and District Attorney.	Discretionary as defined in TEC. Mandatory as defined in TEC.	Max capacity 350. When enrollment reaches 300, district will be capped.	District responsible for delivering students or providing information to parents for responsibility to transport students to and from BCJJA.
\$135.85 per student per day for discretionary expulsions.	Can file waiver if student does not qualify for mandatory placement.	Once cap is reached, district must withdraw a student to enroll a new one.	District responsible for safety and security at student pick-up/drop-off locations.
\$140.31 per student per day for Title 5 discretionary expulsions.	Court ordered placements.	San Antonio ISD may negotiate directly with other districts for unused spaces.	
\$135.85 per student per day for registered sex offenders.	Registered sex offenders only if Bexar County residents.	If maximum capacity is reached, non-county students will be sent back to home district.	
\$135.85 per student per day for disallowed mandatory expulsion.	Adult students (older than 17) only eligible for assignment if student was on probation at time of enrollment.		
No fee for court ordered placements.			
County shall bill San Antonio ISD within 30 days of prior month's end; invoice will include name of students and the number of days of attendance.			

SOURCE: San Antonio ISD.



**Exhibit 28** shows BCJJA records of the number of San Antonio ISD student placements, number of days assigned, and amounts charged by type of assignment. As this exhibit shows, the district was billed \$67,653 for 21 discretionary placements for fiscal year 2008–09, with total attendance days of 498.

In addition to funds provided by the school districts sending students to the JJAEP program, BCJJA also receives state funding at the rate of \$79 per student per day for mandatory expulsions (ISDs do not pay for mandatory expulsions).

#### **BEXAR COUNTY JUVENILE DETENTION CENTER**

Bexar County Juvenile Detention Center (BCJDC), located at 600 Mission Road in San Antonio, is a pre-adjudicated detention center which houses children awaiting a day in court or, after the child is adjudicated, holds the child in detention awaiting transportation to a placement facility or to Texas Youth Commission. The BCJDC is a certified juvenile detention facility and is registered annually with the Texas Juvenile Probation Commission. BCJDC adheres to all applicable minimum standards for the facility.

San Antonio ISD students are assigned to BCJDC only through a court order. The total student population may range from 160 to 220 on any given day, and students range in age from 11 to 17 years old. Annually, more than 2,400 students are assigned to the detention center. Offenses range from juvenile misdemeanors to serious felonies. Student assignments range from overnight to six months, with an average student stay of two to four weeks. The detention center has a capacity of 198 youth.

The mission statement for the BCJDC is “to create and maintain a safe and secure atmosphere in which to provide a

program that is healthy for the body, mind, and spirit of each child in our care.” BCJDC core values include:

- knowledge;
- integrity;
- maturity; and
- compassion.

The educational component of the BCJDC is provided by San Antonio ISD. TEC Chapter 37.0061 allows a school district who provides education services to a pre-adjudicated facility to count those students in the district’s average daily attendance for purposes of receipt of state funds under the Foundation School Program.

Upon arrival at the detention center, a child is expected to begin attending classes immediately or on the next scheduled school day. School staff contacts the child’s home school to determine instructional placement and/or special needs services. Initially, students are placed instructionally based on their description of previous work; however, that placement is adjusted as school staff determine exact placement from the sending school district. Students receive regular and special needs instruction from certified teachers employed, trained, and supervised by San Antonio ISD staff. Instruction is designed to support the state required curriculum for TAKS. If students are in detention during the state testing cycle for the TAKS, they are tested by San Antonio ISD staff using all state testing guidelines and monitoring procedures. The TEC Chapter 37.0062 requires the Texas Commissioner of Education to determine the instructional requirements for education services provided by the school district. The code requires that “a student who receives education services in a pre-adjudication secure detention facility . . . is offered courses that enable the student to maintain progress toward

#### **EXHIBIT 28**

#### **BEXAR COUNTY JUVENILE JUSTICE ACADEMY CHARGES TO SAN ANTONIO ISD BY PLACEMENT TYPE AND COST FISCAL YEAR 2008–09**

	<b>NUMBER OF STUDENTS</b>	<b>TOTAL ATTENDANCE DAYS</b>	<b>COST PER DAY</b>	<b>TOTAL COST</b>
<b>Discretionary Expulsion</b>	21	498	\$135.85	\$67,653
<b>Title 5 Discretionary Expulsion</b>	0	0	\$140.31	\$0
<b>Registered Sex Offender</b>	0	0	\$135.85	\$0
<b>Disallowed Mandatory Expulsion</b>	0	0	\$135.85	\$0
<b>TOTAL</b>	<b>21</b>	<b>498</b>		<b>\$67,653</b>

SOURCE: Bexar County Juvenile Probation Department.

completing high school graduation requirements.” **Exhibit 29** shows staffing levels for the BCJDC.

**EXHIBIT 29  
BEXAR COUNTY  
JUVENILE DETENTION CENTER STAFF  
SCHOOL YEAR 2008–09**

POSITION	NUMBER
Administrators	.20
Certified Teachers	14
Certified Support Staff (Counselors)	1.75
Clerical Assistants/Registrar/Custodian	2
Teacher Assistants	3
<b>TOTAL</b>	<b>20.95</b>

SOURCE: San Antonio ISD.

During the site visit, all students were engaged in an assembly and, therefore, instructional services were not observed. However, the results of a focus group of detention teachers revealed program strengths to be the controlled environment, resources provided by San Antonio ISD, a lack of discipline problems, the use of certified teachers for instruction, the identification of special needs students on a daily basis, and the level of support for special education. Concerns or challenges for consideration by leadership were also identified:

- lack of an entry level diagnostic tool;
- lack of storage space for teachers;
- teacher must carry materials from room to room;
- range of abilities;
- limited technology; and
- inability to judge length of stay.

**CYNDI TAYLOR KRIER JUVENILE  
CORRECTIONAL TREATMENT CENTER**

The Krier Center is a residential treatment center located at 3621 Farm Road in San Antonio. Youth are court-ordered to complete the treatment program and the average stay is eight to nine months. The center is a drug and alcohol free environment. Drugs, alcohol, and related paraphernalia are considered contraband and the possession and/or abuse carry major disciplinary consequences. Treatment services include both therapy and education.

**Therapy:** Children have regular individual counseling to address treatment goals and coping skills. Parents participate

in an orientation session within 72 hours of the child’s arrival to the treatment center and have the opportunity to participate in therapy sessions and monthly parent education and support groups.

**Education:** Educational services are provided by East Central Independent School District (East Central ISD) on a year-round school schedule. East Central ISD’s Bexar County Learning Center provides regular and special education instruction, remedial reading and math instruction, and GED preparation classes. Students receive regular and special needs instruction from certified teachers employed, trained, and supervised by East Central ISD staff. Instruction is designed to support the state required curriculum from TAKS. As with the BCJDC, if students are in residence at the post-adjudication facility during the state testing cycle for the TAKS, they are tested by East Central ISD staff using all state testing guidelines and monitoring procedures. As with pre-adjudicated facilities, Section 37.062 of the TEC requires that “a student who receives education services in a post-adjudication secure correctional facility . . . is offered, at a minimum, the courses necessary to enable the student to complete high school graduation requirements.” **Exhibit 30** presents the staffing levels for the Krier Center.

**EXHIBIT 30  
BEXAR COUNTY  
CYNDI TAYLOR KRIER JUVENILE CORRECTIONAL  
TREATMENT CENTER STAFF  
SCHOOL YEAR 2008–09**

POSITION	NUMBER
Administrators	1
Certified Teachers	9
Certified Support Staff (Counselor)	1
Clerical Assistants/Registrar/Custodian	3
Teacher Assistants	6
<b>TOTAL</b>	<b>20</b>

SOURCE: East Central ISD.

As part of the post-adjudication program, a leveling system is used. The level system awards points for positive behavior and allows youth to earn privileges and eventual graduation from the program. The following are system objectives:

- to help residents acquire greater behavioral control and self-management skills;
- to encourage the development of problem-solving and adaptive coping strategies;

- to teach responsibility for one's own actions; and
- to build self-esteem and self-confidence.

A site visit to the facility revealed a clean and orderly facility with classrooms located on either side of a main hallway. The facility appeared to be well-maintained and the classrooms were arranged and decorated similarly to classrooms in any traditional school setting, with desks in rows in the middle of the room, the teacher's desk located at either the front or back of the room, and walls/bulletin boards decorated with instructional materials/messages. The review team observed teachers providing direct instruction to students and county staff members monitoring the classrooms and removing students to the hall for counseling and short durations of timeouts when they were not actively engaged in instruction. As soon as was practical, students were returned to the classroom to ensure as little instructional time as possible was lost.

## RECOMMENDATIONS

**Recommendation 1: Develop a districtwide philosophy and purpose for discipline management programs and review and align all programs with that philosophy and purpose.** The district has developed its models for ISS and DAEP around an unwritten systemic discipline philosophy of keeping students in the regular classroom to ensure regular instruction, a focus on changing behaviors, and a systemic instructional alignment in the regular education and alternative education programs. While the unwritten philosophy is sound and clear to the developers of the models, it is not uniformly known to all stakeholders in the district. The National Alternative Education Association (NAEA) has identified having a mission and purpose statement for alternative education programs as an exemplary practice for effective discipline management programs. San Antonio ISD should identify a group of representative stakeholders to develop a single clearly articulated purpose with associated goals and expectations for the district alternative programs and share those with students, parents/guardians, program staff, and the community. This process should include a review of current programs to identify the elements of those programs' purpose and philosophy for inclusion in the mission/purpose statement. The following are some of the quality indicators for mission and purpose statements recommended by NAEA:

- The driving mission and purpose of the alternative program is consistent with the district's goals while aligning with state standards.

- Student success is central to the mission and purpose of the programs, including learning across academic areas, behavioral management, life skills, and vocational domains.
- The mission and purpose promotes the personal safety, security, and emotional and physical well being of all students in the program.
- Barriers to achieving the mission and purpose of the program are identified, clarified, and addressed.
- The mission and purpose are documented, published, and visible to students, parents/guardians, program staff, and the community.

There is no specific investment for the development of the mission/purpose for San Antonio ISD, but a commitment of staff time and resources would be required to organize and facilitate the process. The process would take approximately two days and, if an outside facilitator was utilized, there would be an estimated one-time cost of \$2,000.

**Recommendation 2: Create a district level professional learning community to study and make recommendations for aligning the alternative education programs (other campus intervention/DAEP curriculum) with the district curriculum.** While San Antonio ISD has a district scope of sequence for each nine week period that is aligned with the TAKS and is available to teachers via the Intranet, that scope and sequence is not used consistently for alternative education students. In OCI classrooms, teachers must rely upon the classroom teacher to send student assignments to the OCI classroom. Observations and interviews revealed that the practice is typically not effective due to the sending teacher not having time to prepare the materials for the OCI classroom and/or the teacher not knowing his/her student was in the OCI classroom. In the DAEP classroom, teachers have access to the Intranet for lesson planning; however, very often their students are below grade level or content level and are unable to complete the assignments recommended in the scope and sequence.

San Antonio ISD should create a district-level professional learning community (PLC) composed of alternative education program staff and administrators and district-level curriculum specialists to study the curriculum gap and recommend solutions. The PLC should review the quality indicators of alternative education curriculum and instruction provided by the NAEA to incorporate those indicators into the solution. Included in those criteria are:

- The alternative education program ensures that all students have access to the academic core curriculum.
- Curricular options reflect, but are not limited to, those offered in the traditional educational setting.
- Teachers identify and provide appropriate instruction designed to close gaps in student learning.
- A variety of instructional strategies are employed to accommodate for students with different backgrounds and individual learning styles.
- Instruction integrates life skills into the curricula and affords the student with opportunities to put the acquired skills into action.
- Technology is embedded in the curricular delivery process and distance learning is used when appropriate.

There is no specific investment for the creation of a PLC for San Antonio ISD; however, a commitment of staff time and resources would be required to organize and provide resources for the members of the PLC.

**Recommendation 3: Create a Student Support Team (SST) with representatives from each campus, the secondary DAEP, and the student's parent/guardian to be directly involved in all aspects of the transitional process, including planning for instruction, counseling, and the transition back to the student's home campus.** While there are multiple academic and behavioral opportunities for students during their placement at Estrada Achievement Center, there is no formal collaborative interaction between the student's current teachers/counselors and the Estrada staff. This could be achieved using a collaborative SST. The campus staff assigned to the SST should include a vice principal, counselor, teacher, the student's Estrada team coach, and an appropriate counselor to ensure that the student is provided the academic/behavior interventions that are most suited to the student's needs. The SST should convene as soon as possible after deciding to assign a student to the Estrada Achievement Center to review the student's academic and behavioral history and collaboratively determine appropriate academic and behavioral interventions.

The NAEA recommends that a formal transition process for students from pre-entry through post-exit should include an orientation which consists of rapport building, assessment of the student, IEP review, information and record sharing regarding the student, short- and long-term goal setting, and

the development of an individualized student learner plan (ISLP). The NAEA further recommends that both entrances and exits are coordinated by the SST with all appropriate entities to ensure successful entry into the student's next educational setting. Attention should be given to archiving student plans and progress electronically so student progress can be easily shared among appropriate staff.

San Antonio ISD has in place procedures and existing campus teams to fulfill the legal (IDEA 2004) requirement for Response to Intervention (RTI) as the district's schoolwide tiered model for identifying and providing early intervention to all students falling behind their peers in academics and behavior. RTI is a legal requirement to promote improved achievement by all students through strong research based instructional practices and early intervention. Because some students placed at the DAEP have a history of behavior issues, it is very possible that they will have already been identified by the RTI committee and have a record of interventions in place. The district should consider combining the responsibilities of the recommended SST and the existing RTI committees into one committee.

There is no specific financial investment for creating a transition team (especially if the responsibilities are combined with an existing team); however a commitment of staff time would be required to meet and communicate as needed.

**Recommendation 4: Create a comprehensive evaluation design to measure the effectiveness of the three internal discipline management components and the effectiveness and efficiency of the relationship with the BCJJA.** As a part of this evaluation, the district should consider the challenges identified by administrators, counselors, and teachers that are included in this report.

NGA Center for Best Practices (2001) reports that the two best practices of effective alternative programs include collecting and evaluating data and developing data-driven accountability measures. NAEA reports that exemplary alternative education programs "systematically conduct program evaluations for continuous program improvement. Data triangulation is employed with three different sources of data collected for analysis. Data collection includes the following items: program implementation ratings, student outcome data, and student, parent/guardian, and staff surveys. All sources of data are gathered and used to assess quality, provide a course for improvement, and direct future activities of the program." The following are some of the

indicators provided by the NAEA for alternative education program evaluation:

- The alternative education program routinely conducts program evaluations to determine progress toward meeting the mission and purpose of the program and plans for continuous program improvement.
- Evaluation measures include a review of program implementation ratings based on observable data.
- Student outcome data for core content, non-core content areas, and non-academic areas are gathered as a means to evaluate the success of the alternative program. This includes collecting data on the following: absences, disciplinary actions, credits earned, dropout statistics, grades, graduation rates, student achievement, and recidivism rates (quasi-experimental design).
- Student, parent/guardian, and community surveys are administered by the alternative education program to assess attitudes and opinions about discipline, program culture and climate, the learning environment, staff-student and staff-parent/guardian and program community relations, perceptions of program effectiveness, and success relative to students' academic, behavioral, and social progress.
- Staff surveys are administered by the program to assess attitudes and opinions about discipline, program culture and climate, the learning environment, staff administrator/staff-staff relations, perceptions of program effectiveness and success relative to students' academic, behavioral, and social progress.
- Transition services are routinely evaluated to determine the program's effectiveness in transitioning the student to the next educational setting or into the workforce. Evaluation of transitional services includes follow-up visits with past students of the program.
- When available, an external evaluator is called upon to evaluate the program's effectiveness based on the principles set forth.

San Antonio ISD has an Accountability, Testing and Research & Evaluation Department with a specific directive to "conduct in-depth formative and summative evaluation of District initiatives." The objective for that component is to build capacity for data-driven inquiry and reflection at administrative and campus levels by modeling the process. If

that internal resource was used, there would be no specific investment for the evaluation process and report. If the district selected to use an external evaluator, the cost would be approximately \$25,000.

**FISCAL IMPACT**

<b>RECOMMENDATION</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>	<b>2013-14</b>	<b>2014-15</b>	<b>TOTAL 5-YEAR (COSTS) OR SAVINGS</b>	<b>ONE TIME (COSTS) OR SAVINGS</b>
1. Develop a districtwide philosophy and purpose for discipline management programs and review and align all programs with that philosophy and purpose.	\$0	\$0	\$0	\$0	\$0	\$0	(\$2,000)
2. Create a district level professional learning community to study and make recommendations for aligning the alternative education programs with the district curriculum.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
3. Create a student support team with representatives from each campus, the secondary DAEP, and the student's parent/guardian.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
4. Create a comprehensive evaluation design to measure the effectiveness of the three internal discipline management components and the effectiveness and efficiency of the relationship with the BCJJA.	\$0	\$0	\$0	\$0	\$0	\$0	(\$25,000)
<b>TOTALS</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>(\$27,000)</b>